FINANCIAL MANAGEMENT MODERNIZATION INITIATIVE (FMMI)
ACCOUNTING AND ANNUAL CLOSE GUIDE

OFFICE OF THE CHIEF FINANCIAL OFFICER
FINANCIAL MANAGEMENT DIVISION
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1 Overview

The annual close is a yearend process that finalizes the accounting records for one fiscal year and prepares the accounting records for the upcoming fiscal year. This action is accomplished via manual and automated processes throughout the fiscal year and beginning on the first day of the new fiscal year, which is October 1st, and includes:

- Closing all nominal and budgetary accounts to real accounts;
- Computing the beginning balances for the new fiscal year;
- Generating closing entries for the old fiscal year; and
- Carrying over available budget authority for user-defined no-year funds.

The annual close process requires some manual intervention to ensure that the financial reporting accurately reflects the activities of the organization. This task is accomplished by an in-depth review and analysis of the transactions posted to the general ledger accounts to ensure that these activities are in accordance with statutory requirements mandated by the Office of Management and Budget and the Department of Treasury. There can also be adjusting entries posted to ensure that all financial activities are properly captured in the financial records of the Department.

The Office of the Chief Financial Officer and the Office of Inspector General establish a date each year as the date for submission of final, unaudited Fiscal Year (FY) United States Department of Agriculture (USDA) Financial Statements, which results in compressed periods for the production and review of these financial reports. This date, along with other pertinent dates and times, is communicated to USDA client agencies through email notification and posting of the FMMI Fiscal Year Yearend Guidance and Dates. You can find the FMMI Fiscal Year 20XX Yearend Guidance and Dates document which includes the fiscal yearend Timeline (the Timeline) on the Financial Management Services, FMS Financial Solutions, FMMI Reference Material Webpage.

Notes: (**1)** Departmental guidance and dates are provided in the Timeline. Agencies can put into practice more stringent requirements as a matter of intra-agency policy. Agency must work closely with trading partners, vendors, customers, FMS functional Points of Contact (POCs), etc., to ensure that all transactions processed are as complete and accurate as possible prior to applicable cutoff dates. **(2)** Examples provided in the guide are illustrative only and do not necessarily reflect actual data.

This FMMI Accounting and Annual Close Guide (the Guide) provides general information related to accounting in the public sector. It also provides specific requirements for recording transactions in FMMI as of the last day of the fiscal year, which is normally September 30th. Compliance with these requirements will ensure that final financial reports are complete and valid with supporting documentary evidence as prescribed by fiscal law.

In general, FMMI affords the opportunity to process actual transactions through fiscal yearend, thereby reducing the need for accruals. This is in support of the Department's intention to significantly reduce the number of accruals posted at yearend. The Timeline includes information related to the date and time of fiscal year close and the opening of the new fiscal year.

2 Purpose of the FMMI Annual Close Guide

The Guide was developed to serve as a comprehensive, yearend procedures reference manual. The Guide is intended to be applicable from year-to-year and, for this reason, certain special topics and issues will not be within the scope of the Guide.

Due to the complex nature of the annual close process, completion and coordination of a wide range of tasks at every level of an agency is required, from the national office to the field level office. To accomplish all required annual close tasks in compliance with established policies and procedures, an annual close plan must be developed at each FMMI agency. In addition, yearend coordinators must be designated at each agency to serve as the focal point for facilitating and monitoring the entire annual close process.

The information provided herein is relative to the Department's annual close guidance and timelines. To foster compliance with Departmental annual close processes, it is incumbent upon the agencies to take this guidance into consideration, along with the normal timing of agency internal processes, when developing agency-specific guidance and timelines for yearend close.

In order to facilitate a better understanding of the annual close process, the following sections have been included in this Guide:

- Functions and Responsibilities
- Basic Governmental and FMMI Elements
- Yearend Closing Plan
- Financial Operations
- Financial Analysis and Standard General Ledger Review
- Cash Transactions, Obligations, and Commitments
- Accruals
- Adjusting Entries
- Canceled Authority
- Financial Statements

3 Functions and Responsibilities

This section details the specific functions and responsibilities during the annual close process. A brief discussion will be included for the following functions:

- Agency Yearend Coordinator
- Agency Budget Officer
- Financial Management Services Division

3.1 Agency Yearend Coordinator

The agency yearend coordinator is the point of contact for the FMMI yearend close process. The yearend coordinator must have an understanding of the accounting and budgetary processes, be familiar with agency business processes, and be in a position to coordinate the efforts of all parties involved in carrying out the required tasks.

The yearend coordinator's responsibilities include the following agency-specific functions:

- Formulate and execute an approved yearend closing plan;
- Develop and monitor an agency yearend closing calendar of events. The yearend calendar should specify all tasks to be performed during the year, as well as at yearend;
- Organize the clean-up and review of "rolled over" data in FMMI; and
- Ensure that all pre-closing and post-closing activities are executed.

3.2 Agency Budget Officer

The agency Budget Officer is responsible for reviewing available budget authority and creating the FMMI documents that establish budget authority. The Budget Officer also works with the Yearend Coordinator to ensure that all status of funds and budget execution reports are in agreement with the general ledger. Agency budget officers should ensure that budget documents are processed to reduce excess budget authority on reimbursable funds. This process should be a year-round process and not just a year end process.

3.3 Associate Chief Financial Officer for Shared Services (ACFO-SS), Financial Management Services Division (FMS)

ACFO-SS, FMS serves in an oversight capacity during the annual close process and provides functional support as well as various financial accounting and reporting services to customer agencies. FMS issues policies and procedures, monitors agency progress, and provides recommendations to resolve problems as they occur. ACFO-SS, FMS provides technical support by responding to technical issues (e.g., Job Control Language (JCL), allocation of space, system assurance imbalances) related to the execution of the yearend close offline cycles to ensure that all closing activities are completed in accordance with the agency yearend closing plan

4 Basic Governmental and FMMI Elements

This section provides a brief description of the concepts and terminology used in the Guide. The elements defined reflect terminology used in both the Federal Government financial management sector and FMMI.

4.1 Work Breakdown Structure (WBS)

The WBS provides the framework for (1) establishing budget structures, (2) collecting and distributing costs, and (3) producing agency and Departmentwide reports. FMMI uses standard accounting elements to represent accounting information on all tables, documents, and reports. Each WBS was developed listing the standard FMMI accounting elements for budgetary, spending, and revenue portions of the accounting structure. These elements are mapped to current agency codes or field names in order to meet the agency's specific requirements.

To simplify agency use of accounting data, Shorthand Codes (SHC) have been developed to correspond to specific accounting parameters that reflect both WBS and more detailed accounting information.

4.2 Accounting Period

An accounting period is a specified length of time used to group information for management and reporting purposes. In FMMI, the length of time an accounting period remains open is defined. USDA defines accounting periods to correspond to a fiscal month within the fiscal year. For example, accounting period 01 corresponds to October, the first month of the fiscal year. For reporting purposes, all transactions processed during the month of October are grouped under accounting period 01. FMMI uses data by accounting period to produce trial balance reports and to determine which transactions should be closed during the monthly close process.

To identify fiscal periods within a fiscal year, a combination of the fiscal period and fiscal year is used. The following chart illustrates fiscal periods and examples of fiscal month and year combinations commonly used by USDA (including periods used, if needed, for accounting adjustments):

Exhibit 4-1 FY 2024 - Accounting Periods

Month	Fiscal Month/Period	Fiscal Month/Year Accounting Period
October 2023	01	01 2024
November 2023	02	02 2024
December 2023	03	03 2024
January 2024	04	04 2024
February 2024	05	05 2024
March 2024	06	06 2024
April 2024	07	07 2024
May 2024	08	08 2024
June 2024	09	09 2024
July 2024	10	10 2024
August 2024	11	11 2024
September 2024	12	12 2024
September 2024, Agency Adjustments 2024	13	13 2024
September 2024, Close Cash for 6-digit receipt, anticipated close accounts, and Cash Adjustments, 2024	14	14 2024
September 2024, Audit adjustments, if needed 2024	15	15 2024
September 2024, Final annual close	16	16 2024

4.3 Anti-Deficiency Act (ADA)

The Anti-Deficiency Act is legislation that prohibits executive departments and agencies from making obligations or expenditures in excess of the amounts appropriated by Congress.

ADA provides that an officer or employee of the United States shall not:

- Make or authorize an expenditure from, or create or authorize an obligation under any appropriation or fund in excess of the amount available therein;
- Involve the Government in any contract or obligation for the payment of money for any purpose in advance of appropriations made for that purpose unless law authorizes such contract or obligation;
- Accept voluntary service for the United States or employ personal service in excess of that authorized by law except in cases of emergency involving the safety of human life or the protection of property; and
- Authorize or create any obligation or make any expenditure in excess of apportionment or reapportionment or in excess of the amount permitted by agency regulations prescribed and approved pursuant to the act.

"Should a violation occur, laws and Federal regulations require that the head of the violating Federal entity immediately furnish to the President of the United States, through the director of the Office of Management and Budget (OMB), and Congress through the Speaker of the House and the President of the Senate, information on these violations."[1]

4.4 Appropriations

Appropriation bills are initiated in the House and provide the budget authority for the majority of Federal programs. Budget authority permits agencies to incur obligations that will result in future outlays and expenditures. An appropriation can make funds available from the general fund, special funds, trust funds, or authorize the spending of offsetting collections credited to expenditure accounts, including revolving funds. Congress appropriates funds in three ways:

- ***Single-year appropriation*** – Budgetary resources that are available to incur new obligations for one fiscal year. The Treasury Symbol for single-year appropriations uses the last digit of the authorized year to designate the year of availability (e.g., **12241400** for a 2024 single-year appropriation).
- ***Multi-year appropriation*** – Budgetary resources that are available to incur new obligations for two or more fiscal years. The Treasury Symbol for multi-year appropriations uses the last digit of the first and last years to designate the availability (e.g., 1223**/24**1400 for a 2023/2024 multi-year appropriation).
- ***No-year appropriation*** – Budgetary resources that are available to incur new obligations until the purposes for which they were provided are carried out. Unlike single and multi-year appropriations, no-year authority does not expire. The OMB or the agency head can, however, cancel no-year authority provided that: (1) the purposes for which the authority was provided have been carried out, or (2) disbursements against the authority have not occurred

[1] Adapted from the Federal Accounting Handbook by Cornelius E. Tierney.

for at least 2 years. The Treasury Symbol for no-year appropriations uses an **X** to designate the availability (e.g., 12**X**1400 for a no-year appropriation).

4.5 Budgetary Resources

Budgetary resources are amounts available to incur obligations in a given year. The term comprises new budget authority and unobligated balances of budget authority provided in previous years.

4.6 Canceled Authority

Canceled authority represents budget authority that has been withdrawn from Federal entities and transferred to the U.S. Department of the Treasury (Treasury) because the authority period has ended.

4.7 Carryover Amounts

Carryover amounts are unobligated balances that are available from the prior fiscal year(s) in multi-year and no-year accounts.

4.8 Closing Entries

Closing entries are journal entries made at the end of the fiscal year to transfer temporary/nominal account balances to the permanent/real accounts. In other words, closing entries zero out or close temporary accounts and move their balances to permanent accounts to be carried forward to the next fiscal year. Closing entries are the last stage of the accounting cycle and prepares the ledger for the next fiscal year. The closing entries are processed in FMMI in accordance with the United States Standard General Ledger (USSGL) issued by the Department of Treasury.

4.9 Expired Authority (Single and Multi-year)

Expired authority is authority that is no longer available to enter new obligations or to incur new liabilities, but from which outlays can be made to pay for obligations that were previously incurred during the unexpired period. Public Law 101-510 dictates that all Federal entities may expend their remaining budget authority for 5 years after the expiration of a definite appropriation to pay unliquidated obligations and liabilities still on the books. During this 5-year period, all funds are available for recording, adjusting, and liquidating any obligations properly chargeable to the account prior to the time the balances expired. At the end of that 5-year period, all authority to spend, both obligated and unobligated funds, is canceled and the authority is transferred back to Treasury.

4.10 Downward Spending Adjustment

A downward spending adjustment is an adjustment recorded against an expired appropriation that produces a net increase in funds availability. A canceled obligation, an expenditure refund, a discount that has been applied to a payment, or a final expenditure that is less than the obligation it liquidates can trigger a downward spending adjustment.

4.11 Upward Spending Adjustment

An upward spending adjustment is an adjustment recorded against an expired appropriation that produces a net decrease in funds availability. An upward spending adjustment can be triggered by an increase to a direct expenditure, an expenditure refund that has been canceled or reduced, interest that has been applied to a payment, or processing of an expenditure that is in excess of the obligation it liquidates.

4.12 Final Annual Close Process

Final annual close is a yearend process that finalizes the accounting records for one fiscal year and prepares the accounting records for the upcoming fiscal year. The final annual close process includes:

- ♦ Canceling all outstanding commitments;
- ♦ Canceling all outstanding obligations, accruals, and payables for canceling year single and multi-year funds;
- ♦ Transferring all outstanding receivables to a miscellaneous receipt account (for canceling funds only);
- ♦ Closing all nominal accounts to real accounts;
- ♦ Closing budgetary accounts to permanent budgetary accounts; and
- ♦ Generating beginning balances for the new fiscal year.

4.13 Fiscal Year (FY)

The fiscal year represents the Government's accounting year. It begins on October 1st and ends on September 30th. In FMMI, the fiscal year is the year in which the transaction takes place. The fiscal year is used in conjunction with the Budget Fiscal Year (BFY) to track spending and to invoke upward/downward spending adjustments and prior year recoveries.

4.14 Budget Fiscal Year (BFY)

BFY is a term used to define the beginning and/or ending period for which funds are available to incur obligations. FMMI is designed to distinguish between the fiscal year (FY) in which a transaction takes place and the budget fiscal year (BFY) for which the funds are authorized or available. Based upon the fiscal year, the availability of funds can be determined i.e., expired or unexpired, for appropriated funds.

OMB requires agencies to report separately how much new spending occurred against expired year funds and how much is made available/recovered because of the reduction or cancellation of prior year obligations and expenditures. The use of Budget Fiscal Years enables funding and spending to be tracked appropriately.

Within FMMI, single-year and no-year appropriations have ending and beginning period of availability in a BFY. For single-year appropriations, the ending and beginning year of availability is the same within the BFY which is always the last four digits of the authorized year. For no-year appropriations, the BFY is the current year or any previous budget year that had budget authority. For multi-year appropriations, there is a beginning and ending BFY and it consists of the last four digits of both the first and last authorized years.

4.15 Beginning Balance Entries

Beginning balance are opening balances that are brought forward at the beginning of the accounting and fiscal period from the prior fiscal year's annual close ending balances.

4.16 General Journal (GENJ)

The General Journal (GENJ) is a file that contains a record of detailed debit and credit entries for each accounting transaction processed in FMMI.

4.17 Recoveries

Recoveries occur when a prior year paid or unpaid undelivered order is reduced or canceled. For no-year and unexpired multi-year accounts, apportioned recoveries of prior year obligations are available for new obligations. Recoveries are considered budgetary resources and should be reflected in the trial balance report when applicable.

4.18 Treasury Symbol

The Treasury Symbol is a combination of numbers and/or letters denoting the agency responsible for the account, the period of availability of the account for new obligations, and the four-digit appropriation or fund account symbol, e.g., 12 24 1400.

4.19 Trial Balance Report

The trial balance report is a report that lists an agency's general ledger accounts, both proprietary and budgetary, and the balances that exist in those accounts. The trial balance provides proof that the ledger is in balance where the total debits equal the total credits. Trial Balance reports are usually run by application of fund or Treasury Account Symbol.

However, preparation of a trial balance with equal debit and credit balances does not prove that the transactions have been recorded in the proper general ledger accounts. For this reason, trial balance reports should be analyzed monthly to ensure that:

- General ledger accounts have the appropriate normalized ending balance;
- Correct relationships exist between the proprietary and budgetary general ledger accounts;
- Proprietary and budgetary general ledger accounts are self-balancing and net to zero; and
- No conditions exist that would cause a fund to be anti-deficient.

5 Yearend Closing Plan

This section provides guidance for developing a yearend closing plan that will assist agencies with executing a successful annual close.

5.1 Content and Schedule

A yearend closing plan must be developed by each agency for the fiscal year being closed. The plan should include the following:

- All required tasks to be performed at yearend;
- Instructions or procedural guidelines to perform the tasks;
- Due dates or timing of the tasks; and
- Individuals or organizations responsible for carrying out the tasks.

The yearend closing plan should integrate both accounting and budget operational requirements, and should include input from other functional areas such as procurement, support services, facilities management, etc. This input is critical to a successful annual close. Overall, the plan should be consistent with established policies and procedures included in this Guide. By developing and executing the yearend closing plan, the agency will ensure that all tasks are accomplished within the required timeframes.

The yearend closing plan used for the prior year, as modified for actual experience, may be a good starting point. The basic steps to develop a yearend closing plan include:

- Coordination;
- Task definition;
- Communication;
- Execution; and
- Accountability.

5.2 Coordination

Solicit input for the closing plan from functional areas such as:

- Finance;
- Procurement;
- Support Services;
- Facilities Management;
- Human Resources;
- Training; and
- Other areas, as appropriate.

5.3 Task Definition

To define tasks clearly, solicit cutoff dates and special processing requirements, such as micro-purchases and payroll splits, etc. A complete list of all required tasks should be developed in detail. The process of task definition includes the following steps:

- Identify ***major activities*** required for yearend closing. An example of one activity is to conduct a review of financial plan balances.
- Identify the ***tasks*** for each major activity, functional and technical. An example of a task is to perform full-time equivalent (FTE) and labor cost projections.
- Identify the ***subtasks*** for each task. An example of a subtask is to perform projection for overtime.

Note: The Timeline provides Departmental guidance and dates.

5.4 Communication

Once the closing plan is developed, it is essential to communicate it to all parties involved. The form of communication can include:

- Issuance of a formal memorandum;
- Conference calls;
- Electronic mail; and
- Formal/informal status meetings.

5.5 Execution

Once the closing plan is developed and communicated to all parties, the plan's tasks must be defined to provide:

- Name of POCs, including team leads;
- Task identification and POC information for those responsible for completing the task; and
- Targeted completion dates for each task.

5.6 Accountability

To ensure the process is completed within prescribed timeframes, specific goals must be identified. Once the goals are identified, progress toward achieving these goals should be reported to the agency Chief Financial Officer, as well as the Department's Chief Financial Officer. This progress report should include:

- Tasks completed;
- Expected timelines for uncompleted tasks; and
- Problems encountered.

6 Financial Operations

This section describes the financial operations that an agency should perform in FMMI on an on-going basis throughout the fiscal year. The processes discussed in this section have a significant impact on the FMMI annual close and should be considered and monitored throughout the year to avoid incorporation of incorrect data that could cause errors that impede the performance of the annual close process or misrepresent the financial information shown on internal or external reports.

6.1 FMMI Document Suspense File Review

It is imperative that responsible entities process all unprocessed transactions continually throughout the fiscal year. **Transactions can be processed until the yearend date and cutoff time as published in the Timeline.** FMMI unprocessed transactions appear in three document categories:

- Parked;
- Batch Data Communication (BDC); and
- Interface Documents (IDOCs).

Note: For additional information regarding parked documents, FMMI provides an Online Help Procedure (OLHP) entitled Display Parked Documents. Feeder system reports related to BDCs and IDOCs are available from the agencies' Administrative Payments points of contact as appropriate.

6.2 Treasury Reconciliation Process

The Fund Balance with Treasury account is an asset account representing the future economic benefit of monies that can be spent for authorized transactions. The USSGL defines the Fund Balance with Treasury as consisting of all funds on deposit with Treasury, excluding seized cash deposited, and reported on the Statement of Transactions, Statement of Accountability, and the Yearend Closing Statement. Federal agencies use the Fund Balance with Treasury account to record appropriation, receipt, transfer, and disbursement activity.

Federal agencies must use the Fund Balance with Treasury account to reconcile with Treasury Financial Management Service (FMS) records. This reconciliation is essential to internal records, improving the integrity of various U.S. Government financial reports, and providing a more accurate measurement of budget results. A detailed reconciliation, which should occur monthly, assures that agency data accumulated in the fund balance account is accurate and allows the agency to resolve differences in a timely manner.

A monthly review and reconciliation ensures the accuracy and reliability of the financial information reported to Treasury, as well as the data reported internally and externally. It also ensures transactions that involve a cash receipt or cash disbursement are using a posting model that reflects cash impact on the general ledger. If the cash impact of a transaction is not recorded correctly in the financial system, a discrepancy will exist between the agency's Fund Balance with Treasury as reported in the financial system and the Government wide Account Statement at Treasury. The monthly reconciliation would identify any discrepancies between the agency and Treasury on an on-going basis and facilitate adjustments that would need to be made to correctly reflect the fund balance at yearend before the annual close process is performed.

The issue of cash management should also be considered when discussing the Treasury reconciliation process. A constant review and reconciliation of the cash balance will keep this in agreement with Treasury, giving the agency an accurate picture of the cash balance at all times. If the cash balance is not known or is overstated, an Anti-Deficiency Act violation can arise if funds are obligated or expended in excess of the true available cash balance.

6.3 Automated Disbursement Yearend Cutoff Policy

The FMMI Automated Disbursement Subsystem records, monitors, and controls all activities associated with the disbursement of funds. These activities include the disbursement of funds through the generation of Treasury disbursement files.

As part of the FMMI automated disbursement process, payment documents are selected, based on selection parameters, and scheduled for disbursement. A Treasury disbursement file is created from the agency's disbursement schedule and is used to transmit payment to a supplier of goods and services on behalf of the agency that received those goods and services.

The FMMI automated disbursement process is accelerated. The FMMI disbursement runs continuously throughout the fiscal year. Cash transactions related to those disbursements are recorded in the current year except for approximately the last two days of the fiscal depending on how the calendar falls (see the Yearend Guidance and Dates with Timelines Document).

7 Financial Analysis and the U.S. Standard General Ledger (USSGL)

This section of the Guide was developed as guidance for the analysis of an agency's financial information. Additional guidance on financial analysis can be found on the U.S. Department of the Treasury, Bureau of Fiscal Service Website.

This section is divided into two areas of importance. The first section focuses on the general rules and guidelines for reviewing an agency's financial information. The second section provides overall guidance for analyzing the trial balance report to ensure compliance with the Department's overall mission.

7.1 General Rules for Reviewing an Agency's Financial Information

The following guidance should be used when reviewing financial information.

7.1.1 Understanding the Agency's Mission, Business Activities, and Workflow

The primary objective of financial management in the Federal Government is to ensure fiscal accountability and compliance with congressional mandates. Because of these objectives, Congress has directed certain agencies such as OMB and Treasury to establish financial management policies and issue specific accounting and reporting principles, standards, and administrative guidelines. These policies and standards provide guidance for Financial Managers in fulfilling their responsibilities. In addition, to enhance financial management in any organization, the Financial Manager must also possess an understanding of the agency's mission, its business activities, and workflow.

Understanding the Agency's Mission

Most managers in private companies must decide what to do or what they are trying to do. However, in the Federal Government, the legislative process already dictates each agency's responsibility. Congress has determined what each agency will do and dictated how much money is to be spent in fulfilling each agency's mission/program. Therefore, an understanding of an agency's mission will enhance the Financial Manager's ability to determine the appropriateness of activities performed within the agency and their effect on the overall mission of the agency.

For example, USDA's mission is to:

"Provide leadership on food, agriculture, natural resources, rural development, nutrition, and related issues based on sound public policy, the best available science, and efficient management." As a result of this mission, the Department's activities include:

- Providing economic opportunity through innovation;
- Helping rural America to thrive;
- Promoting agriculture production that better nourishes Americans while helping feed others throughout the world; and
- Preserving our Nation's natural resources through conservation, restored forests, improved watersheds, and healthy private working lands.

The Financial Manager must ensure that the financial transactions resulting from agency activities are consistent with the mission of each agency. The agency's activities ultimately affect the reporting requirements of the Department's overall mission.

Understanding the Agency's Business Activities and Workflow

An agency's mission also has a direct link to its business activities and workflow. The business activities and workflow relate to the budget cycle, accounting cycle, and the related transactions generated from these cycles. In order to understand the business activities and workflow of an agency, a Financial Manager must possess an overall knowledge of the budget cycle and the accounting cycle.

An understanding of the Federal budget cycle is essential to understand how agencies get funds to spend, spend those funds, manage and report those funds, and later evaluate and audit those funds. Each phase of the budget cycle will determine the type of transactions recorded in the organization's financial system. The type of funds such as trust, reimbursable, working capital, and general funds will also determine the related transactions. Each type of fund requires specific types of transactions.

The Financial Manager must understand the agency's budgetary transactions. This understanding is critical because these activities affect the financial information sent forward to internal and external users. The Financial Manager is responsible for monitoring and periodic reporting on these activities. Therefore, this understanding prevents errors and ensures the reliability of the financial data presented in the reports.

Understanding of the USSGL will also enhance the knowledge needed for the agency's transactions. The USSGL provides guidance on the proper recording of transactions for various types of funds and related activities.

The accounting cycle has established procedures for the periodic reporting of the effects of transactions and selected other events on an entity in the form of financial statements and other external reports. The accounting cycle is completed once a year for the Federal Government.

The accounting cycle includes:

- Budget formulation;
- Budget execution and distribution;
- Procurement of goods and services;
- Payment for the goods and services;
- Generation of bills;
- Collection of funds; and
- Generation of management and statutory reports.

During the accounting cycle, the Financial Manager must look for the usual transactions, unusual transactions, and the omission of various transactions in other words perform funds control.

In order to minimize processing errors, periodic monitoring and account analysis must be performed to ensure that the financial information is correct.

Analysis of transactions during the accounting and budget cycles must be performed to ensure that all possible events that affect the organization are recognized and properly recorded. Due to the nature of the Government, accrual accounting is used to ensure that reports are properly stated. Therefore, adjusting entries are necessary to achieve a proper matching of revenues and expenses and the proper recording of budgetary and proprietary transactions.

During the accounting cycle, transactions will occur on a daily, monthly, quarterly, or annual basis. On a daily cycle, various transactions occur that impact the Fund Balance with Treasury accounts. As part of the monthly cycle, various transactions such as accruals and other adjustments are processed by the organization. The daily and monthly transactions will be used for reporting, such as obligations, payables, receivables, and disbursements which are an important part of the monthly cycle.

As part of the reporting cycle, external reports such as the Governmentwide Treasury Account Symbol Adjust Trial-balance System (GTAS) are an integral element. However, all of the financial records will be used in the final phase of the accounting and budget cycles. The final phase includes the closing of the financial records in preparation for a new fiscal year and the generation of the consolidated financial statements.

7.1.2 Standard General Ledger

Historically, each Federal agency developed its own accounting structure and reported to the Federal Government using its agency structure. Because each agency accounted for its funds differently, it was difficult to consolidate the data across the Federal Government. In order to provide consistent reports and to enhance financial control, the Federal Government adopted the USSGL, which is a standard chart of accounts that must be used by all Federal agencies.

The USSGL was created to provide credible and reliable financial data, and to bring consistency to the accounting of the Federal agencies. The USSGL contains defined general ledger accounts and accounting transactions, both proprietary and budgetary, for events that occur throughout the Federal Government. The USSGL is not all-inclusive, but it does provide the general ledger accounts of the basic Federal transactions used by most Federal agencies.

The USSGL chart of accounts provides the basic structure for an agency's chart of accounts. It identifies and defines budgetary, proprietary, and memorandum accounts to be used in agencies' accounting systems. In general, budgetary and proprietary accounts track the use of each appropriation for specified purposes in separate budget accounts through the various stages of budget execution from appropriation to apportionment and allotment to obligation and eventual outlay. Each of these accounts is defined as follows:

- Budgetary accounts record all budget activity of an agency in order to measure and control the use of resources according to the purposes for which budget authority was enacted. Recording an appropriation from Congress is an example of a transaction affecting budgetary accounts. Examples of budgetary accounts include total resources, available resources, commitments, undelivered orders, and expenditures.
- Proprietary accounts record all financial transactions in order to show actual financial position and results of operations of an agency. Recording expenses for a period is an example of a transaction affecting proprietary accounts. Examples of proprietary accounts are assets, liabilities, expenses, revenues, gains, losses, and equity.
- Memorandum accounts are available for an agency to record and maintain any statistical and/or memorandum data. Purchase of plant, property and equipment is an example of a transaction affecting memorandum accounts.

The USSGL integrates proprietary and budgetary accounting for each transaction. When transactions are posted, both the proprietary and budgetary sides are recorded simultaneously, as necessary. The budgetary and proprietary sections of the trial balance are self-balancing within themselves (i.e., total debits of proprietary accounts equal total credits of proprietary accounts and total debits of budgetary accounts equal total credits of budgetary accounts).

Each account in the USSGL consists of a six-digit number. Agencies are authorized to expand the basic USSGL chart of accounts to accommodate agency specific needs. However, any expansion must continue to summarize or "roll-up" into the basic USSGL account structure. The following table shows the USSGL summary account structure. Also included are examples of USSGL accounts and USDA-specific general ledger accounts within each USSGL summary account.

Exhibit 7-1 USSGL Summary Account Structure

USSGL Classification (Summary Account)	USSGL Classification Description	Sample USSGL Account	USSGL Account Description
1000	Assets	101000	Fund Balance with Treasury
2000	Liabilities	211000	Accounts Payable
3000	Net Position	331000	Cumulative Results of Operations
4000	Budgetary	451000	Apportionments
5000	Revenue and Other Financing Sources	510000	Revenue from Goods Sold
6000	Expenses	610000	Operating Expenses/Program Costs
7000	Gains/Losses/ Miscellaneous Items	740000	Prior Period Adjustments Due to Correction of Errors
8000	Memorandum Accounts (Credit Reform)	880200	Purchase of Plant, Property, and Equipment

Most USSGL accounts have a normal balance, either a debit or credit, depending on account type. Under normal transaction processing, this normal balance should be maintained throughout the account life. The following table shows the normal balance for each series of accounts in the USSGL chart of accounts.

Exhibit 7-2 USSGL Normal Balances

Account Number	Account Type	Normal Balance
1000	Assets	Debit
2000	Liabilities	Credit
3000	Net Position	Credit
4000	Budgetary Resource Accounts	Debit
	Status of Resource Accounts	Credit
5000	Revenues and Other Financing Sources	Credit
6000	Expenses	Debit
7000	Gains, Losses, Miscellaneous Items	Both
8000	Memorandum	Both

7.1.3 Basic Accounting Equation

A basic accounting model has been developed that provides a framework for the accounting system. It serves as the basis for recording financial transactions. This model is usually expressed in equation form for a business entity as follows:

Assets = Liabilities + Owner's Equity

This accounting equation is the basis for commercial or proprietary accounting. It provides information on how an entity's operations are functioning. The basic logic of the accounting equation for Federal agencies remains the same as that for a commercial entity. However, it no longer contains the classification of owner's equity, but rather the equity of the U.S. Government. The Federal accounting equation can be expressed as:

Assets = Liabilities + Equity of the U.S. Government

Where:

Assets represent amounts of physical (tangible) items or rights to ownership (intangible) owned by the U.S. Government,

Liabilities represent amounts owed by the U.S. Government for items received, services received, expenses incurred, assets acquired, construction performed, and amounts received but not yet earned, and

Equity represents the difference between the assets and liabilities of the U.S. Government.

This equation must always be in balance. As an agency engages in financial activity, the dollar amounts, and the composition of its assets, liabilities, and equity of the U.S. Government change. However, the equality of the basic equation always remains true.

7.1.4 Basic Fund Transactions

Federal fund accounting is focused on fiscal accountability and compliance with the various laws Congress has directed regarding financial management policy, specific accounting and reporting principles, and standards and administrative guidelines for the Federal departments and agencies of the Government. In a step towards this fiscal accountability, Federal agencies are required to comply with Federal requirements, applicable accounting standards, and the USSGL. The requirement to comply with the general ledger accounts defined in the USSGL aids the agencies in accurately reporting the financial conditions of a department and facilitates the consolidation of the department’s financial statements at yearend.

Basic Federal transactions contain both budgetary and proprietary impact. Although Federal entities have only one accounting system, there are two different accounting tracks, the budgetary accounting and the proprietary accounting systems. Financial activity is reported to both the budgetary and the proprietary accounts. Many internal and external reports will contain both budgetary and proprietary data since both are needed for proper financial accountability and management.

Budgetary accounting applies to the processes, controls, monitoring, and reporting required to track the execution of the budget laws of Congress. It is the reporting for the legal, economic, and accounting events and actions that distinguishes Federal accounting from the accounting of private sector and other public-sector organizations.

The budgetary accounting USSGL accounts will typically provide the following financial information:

- Amount of initial or amended congressional appropriation or spending authority;
- Appropriation, budget, or spending authority actually used; and
- Congressional spending authority still available for use.

The “4000” series of the USSGL accounts are the basis of budgetary accounting. Understanding the budgetary accounting process and general ledger accounts is a prerequisite to understanding the uniqueness of Federal accounting.

Federal entities also rely on proprietary accounting for their non-budgetary accounts, which would be all other USSGL accounts other than the "4000" series. Proprietary accounting is concerned with expenditures and costs – in other words, an entity's assets, liabilities, net residual Federal position or cumulative Federal investments, revenues or receipts, and expenses and costs. It is not concerned with OMB apportionments. Entries for allotments, commitments, obligations, and the expended appropriation affect only the budgetary accounts. Once performance is completed or goods and service are received, parallel entries must be made in the proprietary accounts.

7.1.5 Life Cycle of an Appropriation

The following basic USSGL compliant Federal transactions show the accounting posting models used to record the basic life cycle of an appropriation. These examples start with the receipt of appropriated authority from OMB and end with budgetary expended authority and the proprietary disbursement of cash. These examples show the different budgetary and proprietary entries that will occur in the life cycle of an appropriation and give a better understanding of budgetary and proprietary accounting.

To record a simultaneous enactment of appropriations and receipt of warrant:
Budgetary Entry
Debit 4119 - Other Appropriations Realized
Credit 4450 - Unapportioned Authority
Proprietary Entry
Debit 1010 - Fund Balance With Treasury
Credit - 3101 Unexpended Appropriations – Appropriations Received

To record budgetary authority apportioned by OMB and available for allotment:
Budgetary Entry
Debit 4450 - Unapportioned Authority
Credit - 4510 Apportionments
Proprietary Entry
None

To record the allotment of authority:
Budgetary Entry
Debit 4510 - Apportionments
Credit - 4610 Allotments – Realized Resources
Proprietary Entry
None

To record a commitment:
Budgetary Entry
Debit 4610 - Allotments – Realized Resources
Credit 4700 - Commitments – Programs Subject to Apportionment
Proprietary Entry
None

To record an obligation that was previously committed:
Budgetary Entry
Debit 4700 – Commitments – Programs Subject to Apportionment
Credit 4801 – Undelivered Orders – Obligations, Unpaid
Proprietary Entry
None

To record goods received and invoiced that were previously obligated:
Budgetary Entry
Debit 4801 – Undelivered Orders
Credit 4901 – Delivered Orders, Obligations Unpaid
Proprietary Entry
Debit 1750 – Equipment or Debit 6100 – Operating Expense/Program cost
Credit 2110 – Accounts Payable

To record a disbursement in transit:
Budgetary Entry
Debit 2110 – Accounts Payable
Credit 2120 – Disbursements in Transit

To record the Treasury confirmation:
Debit 2120 – Disbursements in Transit
Credit 1010 – Fund Balance with Treasury

The differences between budgetary and proprietary accounts are subtle. The main difference relates to when an economic event transpires in the life cycle of a federal appropriation. For example, proprietary accounting would not include the earlier entries relating to the OMB apportionment or to obligations of a federal entity. These are the details of budgetary accounting. Budgetary accounting is concerned with the accounting for funds from the apportionment level to the obligation level. It accounts for an entity's fiscal stewardship of all appropriations for which it is responsible, both on an individual appropriation basis and in total.

7.1.6 Life Cycle of Reimbursable Agreement

The following basic federal transactions show the accounting posting models used to record the basic life cycle of a reimbursable agreement. The examples are basic USSGL compliant transactions. These examples start with the anticipation of reimbursement for the fiscal year and end with the collection of funds for the reimbursable work performed. These examples also show the different budgetary and proprietary entries that occur in the life cycle of a reimbursable agreement and give a better understanding of budgetary and proprietary accounting.

To record the anticipated reimbursements for the fiscal year:

Budgetary Entry

Debit 4210 – Anticipated Reimbursements and Other Income

Credit 4450 – Unapportioned Authority

Proprietary Entry

None

To record budgetary authority apportioned by OMB. These amounts are unavailable for obligation.

Budgetary Entry

Debit 4450 – Unapportioned Authority

Credit 4590 – Apportionments – Anticipated Resources – Programs Subject to Apportionment

Proprietary Entry

None

To record the reimbursable agreement (customer order) and allotment of authority:

Budgetary Entry

Debit 4221 – Unfilled Customer Orders Without Advance

Credit 4210 – Anticipated Reimbursements and Other Income

Debit 4590 – Apportionments – Anticipated Resources - Programs Subject to Apportionment

Credit 4610 – Allotment Realized Resources

Proprietary Entry

None

To record the commitment of funds to fulfill the reimbursable agreement:

Budgetary Entry

Debit 4610 – Allotment – Realized Resources

Credit 4700 – Commitments = Programs Subject to Apportionment

Proprietary Entry

None

To record an obligation previously committed to fulfill the reimbursable agreement:

Budgetary Entry

Debit 4700 – Commitments – Programs Subject to Apportionment

Credit 4801 – Undelivered Orders, Obligations, Unpaid

Proprietary Entry

None

To record goods received or services performed in fulfillment of the reimbursable agreement.
Budgetary Entry
Debit 4801 – Undelivered Orders, Obligations, Unpaid
Credit 4901 – Delivered Orders, Obligations, Unpaid
Proprietary Entry
Debit 6100 - Operating Expenses/Program Costs
Credit – 2110 Accounts Payable

To record a disbursement in transit:
Budgetary Entry
None
Proprietary Entry
Debit 2110 – Accounts Payable
Credit 2120 – Disbursements in Transit

To record the Treasury confirmation:
Budgetary Entry
None
Proprietary Entry
Debit 2120 – Disbursements in Transit
Credit 1010 – Fund Balance with Treasury

To record billing of services performed:
Budgetary Entry
Debit 4251 – Reimbursements and Other Income Earned – Receivable
Credit 4221 – Unfilled Customer Order Without Advance
Proprietary Entry
Debit 1310 – Accounts Receivable
Credit 5100 – Revenue from Goods Sold
Credit 5200 – Revenue from Services Provided

To record the collection after reimbursable work has been completed:
Budgetary Entry
Debit 4252 – Reimbursements and Other Income Earned – Collected
Credit 4251 – Reimbursements and Other Income Earned - Receivable
Proprietary Entry
Debit 1010 – Funds Balance with Treasury
Credit 1310 – Accounts Receivable

7.1.7 Conducting FSDW Report Analysis

This section includes an overview of what is necessary to conduct a Trial Balance analysis.

Overview

In order to conduct a proper report analysis in preparation for the annual close process, the user will have to obtain and analyze the Financial Statement Data Warehouse (FSDW) reports listed below.

FSDW Abnormal Balance Report

The FSDW Abnormal Balance Report displays abnormal balances at the Treasury Symbol level. The report lists the USDA general ledger account.

FSDW Trial Balance Drill Down

The Trial Balance Drill Down includes all FMMI data and interfaced non-FMMI data. It provides the balances by USSGL account number, with all available FSDW reporting attributes.

These documents will be the focal point of conducting Trial Balance Analysis. The trial balance analysis should be an ongoing exercise throughout the fiscal year. Conducting a trial balance analysis is critical to annual close because it allows the user to identify general ledger abnormalities and correct these problems prior to running final annual close. **Please note: Analysis of trial balances should be performed throughout the fiscal year.**

In analyzing the trial balances, the user should confirm several checkpoints before proceeding with running the final annual close process. Some of the checkpoints are summarized as follows:

- Review the FSDW Abnormal Balance Report. Determine why the balances are abnormal and initiate the required corrective action.
- Review the FSDW Trial Balance Drill Down.
- Ensure budgetary GL accounts (4000 series) are self-balancing.
- Ensure proprietary GL accounts (all non-4000 series) are self-balancing.
- Validate the sum of all GL accounts total to zero.
- Validate that Budgetary Resources = Status of Resources.
- Ensure the proprietary accounts cash balance and accounts receivables are sufficient to cover payables.

- Validate that Assets = Liabilities + Equity.
- Review relationships between budgetary and proprietary accounts – proprietary accts payable equal budgetary accounts payables, for example, Accounts Payable (2110) and others should = 4901 Proprietary net disbursements = budgetary net disbursements.
- Review the nature of GL accounts, as their presence can provide indications of the associated fund type:
  - The presence of GL account 4650 (Allotments – Expired Authority) would indicate a single or multi-year expired fund.
  - The presence of account 4871 (Prior Year Recovery – Downward) would indicate a prior budget year fund with actual recoveries.
- Recognize trends while conducting the analysis, for example:
  - Expenses will increase throughout the year.
  - Available appropriations will be reduced throughout the year.
  - Undelivered orders should be getting smaller throughout the year for expired funds.

This analysis includes simple steps the user should take in order to ensure a successful final annual close. If a user overlooks an abnormal balance or an imbalance in one of the relationships, it can cause an issue during the annual close process and potentially prolong the final annual close process.

Note: Agencies should compare their FMMI Trial Balance by Fund at General Ledger Account Level Report (Tcode S_K14_38000323) to the FSDW Trial Balance by Treasury Symbol to confirm that FMMI data is accurately cross-walked. It is imperative that agencies or their OCFO, FMS representative perform this review and report any discrepancies to the Accounting Policy and Consolidated Reporting Division (CRD) immediately.

7.1.8 FMMI Report Analysis

Agencies should also utilize the reports available through FMMI to prepare for yearend activity. Reports can be run using yearend specific parameters and include, but are not limited to:

- Budget Availability Report (Tcode FMAVCR02);
- Budget Overview Report (Tcode FMRP_RW_BUDGET);
- Budget View by Document Type Report (Tcode FMB_B01);
- Trial Balance by Fund at General Ledger (G/L) Account Level Report (Tcode S_K14_38000323);
- Trial Balance by Fund at Full Account Level Report (Tcode S_K14_38000325); and

- Resource Related Billing for Earned Unbilled Documents Report (Tcode DP96).

Note: FMMI Online Help Procedures (OLHP) and HANA Job Aids are available for select reports.

Negative Budget Availability Report (Tcode FMAVCR02)

This report pulls information based on your agency's level of control in FMMI. When the report is executed with "Display Budget Deficit Only" marked, it is possible to identify negative budget positions based on Availability Control (AVC) rules established for your agency. This real-time data can be used to identify abnormal balances in general ledger accounts 4610, 4620, and 4650. Agency personnel in the FMMI Funds Management Reporter role can access this information via FMMI portal menu path **Funds Management → Reports → Budget Preparation and Planning → Budget Availability Control Report**. Additional information can be found through the OLHP entitled Run Budget Availability Control Report.

Budget Overview Report (Tcode FMRP_RW_BUDGET)

The Budget Overview Report provides real-time data used to validate appropriate balances in non-consumable budget types. Agencies can then move balances to the appropriate level for spending/consumption. Agency personnel in the FMMI Funds Management Reporter role can access this information via FMMI portal menu path **Funds Management → Reports → Analyze Financial Data → Budget Preparation and Planning → Budget Overview**. Additional information can be found through the OLHP entitled Run Budget Overview Report.
Note: This report provides the same information as the Budget View by Document Type explained below, but in a different format.

Budget View by Document Type (Tcode FMB_B01)

The Budget View by Document Type Report provides real-time data used to validate appropriate balances in non-consumable budget types by process. Agencies can then move balances to the appropriate level for spending/consumption. Agency personnel in the Funds Management Reporter role can access this report via the FMMI menu path **Funds Management → Reports → Budget Preparation and Planning → Budget View by Document Type**. Additional information can be found through the OLHP entitled Run Budget View by Document Type Report.
Note: This report provides the same information as the Run Budget Overview Report explained above, but in a different format.

Trial Balance by Fund at General Ledger Account Level Report (Tcode S_K14_38000323)

The Trial Balance by Fund at G/L Account Level Report provides real-time general ledger trial balances at the account level. Agency personnel in the FMMI General Ledger Financial Reporter role can access this report via the FMMI portal menu path **General Ledger Management → Financial Reports → Trial Balance Reports → Trial Balance by Fund at G/L Account Level Report**. Additional information can be obtained from the OLHP entitled Run Trial Balance by Fund at G/L Account Level Report.

Note: Agencies should compare their FMMI Trial Balance by Fund at General Ledger Account Level Report to the FSDW Trial Balance by Treasury Symbol to confirm that FMMI data is accurately cross-walked. It is imperative that agencies perform this review and report any discrepancies to CRD immediately.

Trial Balance by Fund at Full Account Level Report (Tcode S_K14_38000325)

The Trial Balance by Fund at Full Account Level Report provides real-time general ledger trial balances at full account level. Agency personnel in the FMMI General Ledger Financial Reporter role can access this report via the FMMI portal menu path **General Ledger Management → Financial Reports → Trial Balance Reports → Trial Balance by Fund at Full Account Level Report**. Additional information can be obtained from the OLHP entitled Run Trial Balance by Fund at Full Account Level Report.

Resource Related Billing for Earned Unbilled Documents (Tcode DP96)

This report shows outstanding costs that need to be settled to Sales Orders to allow for billing. Agency personnel with the Sales Order Billing Processor role can access this report via the FMMI portal menu path **Accounts Receivable → Sales Order Billing Process→ Manage Billing → Execute Collective Billing**.

Note: Additional information related to Creating and Canceling Sales Orders and other sales order topics is available through the FMMI OLHPs.

7.2 General Guidelines for Trial Balance Report Analysis

7.2.1 Review the Trial Balance Report by Fund and Treasury Symbol

The Trial Balance analysis begins at the Treasury Symbol level, using either the FSDW Trial Balance Summary or the FSDW Trial Balance Detail. Additional detail can be found by examining the FSDW Trial Balance Drill Down.

Application

By using the various FSDW reports, you can obtain further details about potential trouble spots on your Trial Balance. A problem appearing on your Trial Balance at the Treasury Symbol level can be reviewed at the fund level in order to obtain a clearer picture of the problem's source. Although the trial balance analysis may begin at the Treasury Symbol level, the analysis should also include a review at the fund level. Apparent anti-deficient conditions at the Fund level should be examined upward to the Treasury Symbol level to verify the seriousness of the condition.

7.2.2 Verify "Budgetary Resources = Status of Resources"

The following example illustrates the steps for verifying that Total Budgetary Resources equals Status of Resources on the Trial Balance. This example is not all inclusive and assumes that the entire budget authority was distributed to the allotment level. The user should refer to the FMS US Standard General Ledger (USSGL) crosswalk for the Report on Budget Execution and Budgetary Resources (SF 133) to obtain all standard general ledger accounts included in these categories.

Exhibit 7-3 Verifying Budgetary Resources=Status of Resources

General Ledger Accounts	Budgetary Resources	Status of Resources
4119 – Appropriations	$2,000,000.00	
4450 – Unapportioned Authority		$ 0.00
4510 – Apportionment		$ 0.00
4560 – Sub-Allocation		$ 0.00
4610 – Allotment		$1,200,000.00
4700 – Commitment – Programs Subject to Apportionment		$ 300,000.00
4801 - Undelivered Order		$ 50,000.00
4901 - Delivered Order Unpaid		$ 50,000.00
4902 – Delivered Order Paid		$ 400,000.00
Total	$2,000,000.00	$2,000,000.00

Application

This equation must always be in balance. Inequities in this equation represent serious problems which need to be addressed immediately. An example of a potential inequity in this equation would be if your status of resources exceeded tour budgetary resources. This inequity indicates that your agency is spending more authority than it has been appropriated by Congress. If this equation is not in balance, steps must be taken to find and correct the cause of the inequity.

7.2.3 Proprietary Accounts and the Basic Accounting Equation

Analyzing a Trial Balance requires examining the general ledger proprietary accounts. Specifically, it should be examined to determine if the proprietary accounts on the trial balance adhere to the basic accounting equation, which is:

Assets = Liabilities + Equity

The basic accounting equation can be stated in terms of proprietary accounts by calculating whether general ledger accounts in the **1000 series** equal general ledger accounts in the **2000, 3000, 5000, 6000, and 7000 series**.
Note: This equation should net to zero.

To illustrate:

Assets = Liabilities + Equity
1000s – Assets
2000s – Liabilities
3000s – Equity

And Equity is defined as (Revenue + Expenses) + Gains or Losses
5000s – Revenue
6000s – Expenses
7000s – Gains or Losses.

Thus, the accounting equation can be restated as:

1000s = 2000s +[(5000+6000)+7000s+3000s]

Application

Examine if these proprietary totals equal in the Trial Balance. If inequities exist, further analysis must be performed. This analysis includes examining the individual components of the proprietary relationship for possible errors. An example of this examination would be to check the 2000 series of General Ledger for any accounts with abnormal debit balances.

7.2.4 Verification of the Proprietary and Budgetary General Ledger Account Relationships

The federal accounting system combines both budgetary and proprietary transactions. The budgetary system is used to track an entity's stewardship of all appropriations for which it is responsible, both on an individual appropriation basis and in total. The proprietary system is used to track an entity's assets, liabilities, net residual federal position or cumulative federal investments, revenues or receipts, and expenses and costs. Even though the budgetary and proprietary accounting systems focus on different aspects of financial management, financial relationships do exist between certain budgetary general ledger accounts and proprietary general ledger accounts.

Although the budgetary and proprietary entries may not occur at the same time, the activity of certain proprietary general ledger accounts should be equal to that of certain budgetary general ledger accounts. Relationships exist between the two accounting tracks even though the actual accounting entries for the related budgetary and proprietary general ledger accounts may not occur simultaneously. The activity in certain budgetary general ledger accounts will be reflected in the general ledger account balances of certain proprietary accounts. The proprietary and budgetary general ledger accounts that have these relationships should carry the same general ledger account balances.

Relationships between the budgetary and proprietary general ledger accounts should be reviewed while performing periodic financial analysis. This financial analysis should be performed on a monthly basis, with particular attention given at yearend, and should include the review of one or more of the FSDW Trial Balances. The relationship of the budgetary and proprietary general ledger account balances should be verified during the review of the Trial Balance. When reviewing an agency's Trial Balance, it is important to be familiar with the basic Federal transactions, especially those that reflect the agency's business practices. This will aid in the understanding of the general ledger account balances viewed on the Trial Balance and their relationships to other USSGL accounts.

A review of these general ledger account balances should verify that the transactions were processed correctly and the proper relationships were maintained in the budgetary and proprietary accounts. Certain general ledger accounts have an interrelationship, which will be reflected in the general ledger account balances on the Trial Balance.

The following relationships between budgetary and proprietary general ledger account balances should be maintained on the Trial Balance.

- ♦ Certain proprietary payable and accrued liabilities accounts should equal account 4901.
- ♦ The sum of proprietary general ledger accounts 101022, 101023, 101032, 101033, and 101098 should equal the sum of the following budgetary standard general ledger accounts' current year activity.

    4802 Undelivered Orders - Obligations, Prepaid/Advanced
    4902 Delivered Orders - Obligations, Paid
    4908 Authority Outlayed Not Yet Disbursed
    4972 Downward Adjustment of Prior-Year Paid Delivered Orders-Obligations, Refunds Collected
    4982 Upward Adjustments of Prior-Year Delivered Orders – Obligations Paid
    4872 Downward Adjustments of Prior-Year Prepaid/Advanced Undelivered Orders – Obligations, Refunds Collected
    4882 Upward Adjustments of Prior-Year Undelivered Orders – Obligations, Prepaid/Advanced
    4222 Unfilled Customer Orders With Advance
    4252 Reimbursements Earned – Collected from Federal/Non-Federal Exception Sources
    4253 Prior-Year Unfilled Customer Orders With Advance - Refunds Paid
    4254 Reimbursements Earned - Collected From Non-Federal Sources
    4255 Appropriation Trust Fund Expenditure Transfers - Collected
    4260 Actual Collections of "governmental-type" Fees
    4261 Actual Collections of Business-Type Fees
    4262 Actual Collections of Loan Principle
    4263 Actual Collections of Loan Interest

4264 Actual Collections of Rent
4265 Actual Collections From Sale of Foreclosed Property
4266 Other Actual Business-Type Collections From Non-Federal Sources
4267 Other Actual "governmental-type" Collections From Non-Federal Sources
4271 Actual Program Fund Subsidy Collected
4273 Interest Collected from Treasury
4275 Actual Collections from Liquidating Fund
4276 Actual Collections from Financing Fund
4277 Other Actual Collections – Federal
4290 Amortization and Market adjustment – Investments in U. S. Treasury Zero Coupons Bonds

It should be noted that proprietary cash will roll up to general ledger account 1010 – Fund Balance with Treasury, for the purposes of the annual close process.

General Ledger Accounts 5700, 4901, and 4902

The proprietary general ledger account 5700, Expended Appropriations, should equal the sum of the budgetary general ledger accounts 4902, Delivered Orders – Obligations Paid, and 4901, Delivered Orders – Obligations, Unpaid.

General Ledger Accounts 3100 thru 3109, 4450 thru 4882

For an appropriated fund, the sum of the proprietary general ledger accounts 3100 thru 3109 should equal the sum of the budgetary general ledger accounts 4450 through 4882.

The general ledger accounts 3100 thru 3109 represent the amounts appropriated by Congress that have not been expended and current year changes to the unexpended balance. The general ledger accounts 4450 through 4882 represent the status of appropriated resources, or appropriations available for obligation. The net balance of these general ledger accounts represents resources that have not been expended. Both the proprietary and budgetary accounts represent the unexpended portion of an appropriated fund from Congress and should carry the same general ledger account balances on the Trial Balance.

General Ledger Accounts 1410 and 4802

The proprietary general ledger account 1410, Advances and Prepayments, should equal the budgetary general ledger account 4802, Undelivered Orders, Obligations, and Prepaid/Advanced.

The general ledger account 1410 represents payments made in contemplation of future performance of services, receipt of goods, incurrence of expenditures, or receipt of other assets. General ledger account 4802 represents unexpended obligations relating to the amount of goods and services ordered and obligated that have not been actually or constructively received or transferred, but have been prepaid or advanced. Both the proprietary and budgetary accounts represent the payment of cash or obligation of budgetary authority for a future receipt of goods or service and should carry the same general ledger account balances on the Trial Balance.

General Ledger Accounts 1010, 4201, 4222, and 4802

The sum of the proprietary general ledger account 1010, Fund Balance with Treasury, and budgetary general ledger accounts 4201, Total Actual Resources – Collected; 4802, Undelivered Orders, Obligations, Prepaid/Advanced; and 4222, Unfilled Customer Orders, With Advance, should equal after the annual close closing entries have been posted to the general ledger.

After the closing entries have been posted to the general ledger, the budgetary general ledger account 4201, Total Actual Resources Collected, would reflect the amount of the unexpended appropriations. General ledger 4802 would reflect unexpended obligations relating to the amount of goods and services ordered and obligated that have not been actually or constructively received or transferred but have been prepaid or advanced. A transaction to record a current-year undelivered order with an advance decreases cash without recording the expenditure, since the goods or services have not yet been provided. The proprietary general ledger account 1010, Fund Balance with Treasury, would reflect the remainder (impact of disbursements) of the warrant set up with Treasury at the beginning of the budget fiscal year when the appropriation was received from Treasury.

The validation of the proprietary and budgetary general ledger accounts and their relationships helps to verify the accuracy of the financial data reported on the trial balance. This review will verify the proper processing of transactions in FMMI and the data's accuracy. The review of the trial balance is a very important process that has a significant impact on the annual close process. This review helps to validate the accuracy and reliability of the financial data contained in FMMI. This financial data will be used as input to the external reports and if incorrect data is contained in the FMMI application, the external reports will be misstated and misrepresentative of the entity's true financial and budgetary position.

7.2.5 Abnormal Balances

The trial balance report is a compilation of general ledger accounts and their balances, resulting from transaction processing. The trial balance report does not prove that transactions have been correctly recorded in the proper accounts. Therefore, analysis must be performed to ensure that the general ledger accounts are in balance and financial transactions are properly recorded.

The trial balance report is a useful analysis tool and it is used in the preparation of financial statements and other external reports. Since the financial information contained in the trial balance is critical input to the financial statements and other external reports, the information should be verified for accuracy so the financial reports are not misrepresented.

In order to understand the trial balance report, there must also be a thorough understanding of the general ledger accounts and their relationship to the trial balance based on the USSGL, which categorizes the general ledger accounts and dictates each account's normal balance. In most instances, the normal balance of a general ledger account can be either a debit or credit balance.

The following table lists the major categories of the general ledger accounts and their normal balances.

Exhibit 7-4 General Ledger Accounts–Major Categories

USSGL Category	USSGL Chart of Account Series	Normal Balance
Assets	1000	Debit
Liabilities	2000	Credit
Net Position	3000	Credit
Budgetary Accounts	4000	Debit or Credit
Revenues and Other Financing Sources	5000	Credit
Expense	6000	Debit
Gains, Losses, Miscellaneous Items	7000	Debit or Credit
Memorandum	8000	Debit or Credit

A verification of the general account balances should be included as part of a periodic analysis of the trial balance report. During normal transaction processing, general ledger accounts may carry balances other than their normal balances, due to timing differences and incorrect transaction posting. However, at the end of a processing cycle, that is, monthly, quarterly, or annually, the general ledger accounts should possess debit or credit balances based on their account category.

The existence of an abnormal balance indicates that transactions or adjustments may have been posted in error to the account. Further review and transaction analysis should be conducted to determine the nature of the error and necessary steps should be taken to correct the error.

Analyzing Accounts Receivable Abnormal Balances

As part of a thorough review of the trial balance, special attention should also be given to other abnormalities in the general ledger accounts. The relationship of certain accounts should be monitored such as the relationship between offsetting allowance accounts to the asset accounts. For example, the balance in general ledger account 1319, Allowance for Loss on Accounts Receivable, should not exceed general ledger account 1310, Accounts Receivable.

Since the Allowance for Loss on Accounts Receivable is based on an estimated amount of accounts receivable that are considered uncollectible, this amount should not exceed the total amount of accounts receivable. In this example, the Accounts Receivable account will have a normal debit balance and the Allowance account will have a normal credit balance because the allowance account is a contra or offsetting account to the accounts receivable account.

The following table illustrates an abnormal balance condition and a normal balance condition for the relationship of the Accounts Receivable account and the Allowance for Loss on Accounts Receivable account in a financial statement presentation.

Exhibit 7-5 Accounts Receivable Normal and Abnormal Balance-Comparison

General Ledger Accounts	Normal Balance	Abnormal Balances Example	Normal Balances Example
1310–Accounts Receivable	Debit	$1,235,000	$1,574,000
1319–Allowance for Loss on Accounts Receivable	Credit	$(1,650,950)	$(576,000)
Net Accounts Receivable		$(415,950)	$998,000

Analyzing Accumulated Depreciation and Equipment Abnormal Balances

Another account relationship that should be monitored is the relationship between accumulated depreciation accounts and the equipment accounts. The accumulated depreciation represents the systematic allocation of the cost of equipment over its useful life. Therefore, the accumulated depreciation should not exceed the value of the equipment being expensed.

For example, general ledger account 1759, Accumulated Depreciation on Equipment, represents the accumulation of depreciation charged to expense for equipment. General ledger account 1750, Equipment, represents the capitalized cost of tangible equipment. Since the accumulated depreciation account represents the allocation of the cost to the expense, the balance of this account should not exceed the actual value of the capitalized equipment.

The following table illustrates an abnormal balance condition and a normal balance condition for the relationship of the Equipment account and the Accumulated Depreciation of Equipment in a financial statement presentation.

Exhibit 7-6 Accumulated Depreciation and Equipment Normal and Abnormal Balances-Comparison

General Ledger Accounts	Normal Balance	Abnormal Balances	Normal Balances
1750 – Equipment	Debit	$10,235,675	$12,365,250
1759 – Accumulated Depreciation on Equipment	Credit	$(11,485,275)	$(10,855,150)
Net Equipment		$(1,249,600)	$1,511,100

Analyzing Budgetary Abnormal Balances

The account relationship is, however, more critical when reviewing and analyzing budgetary accounts. The 4000 series of the general ledger accounts represent the budgetary accounts, which record all budget activity of an agency to measure and control the use of resources according to the purposes for which the budget authority was enacted.

These accounts track the use of each appropriation for specified purposes in separate budget accounts through the various stages of budget execution, from appropriation to apportionment and allotment to obligation and eventual outlay. As a result, these accounts must be monitored to ensure compliance with regulatory requirements.

The normal balances of the budgetary accounts may vary from debit to credit, depending on the general ledger account used. For example, general ledger account 4119, Other Appropriations Realized, has a normal debit balance, while general ledger account 4610, Allotments – Realized Resources, has a normal credit balance. Budgetary accounts, which are considered resources, will have a normal debit balance. Budgetary general ledger accounts, which are considered status of resources, will have a normal credit balance. However, there are a few exceptions to this rule of thumb. Analysis of the FSDW Abnormal Balance Reports will confirm the existence of incorrect balances for each account.

When reviewing the Abnormal Balance Reports for budgetary accounts, care must be taken to ensure that the accounts presented are accurate and reliable. This review is required pursuant to the Anti-Deficiency Act of 1870, which requires agencies' spending to not exceed their appropriation from Congress, and for required GTAS reporting.

7.2.6 Trend Analysis in General Ledger Account Balances

Trend analysis is a way of comparing data and identifying patterns of movement (i.e., increasing, decreasing, or stagnant) over a period. Trend data can be useful for things such as cost projections for user fees or estimates for budget formulation. In addition, trend analysis is an effective tool for identifying the strengths and weaknesses in an agency's financial operations.

The trial balance shows the balance for each general ledger account posted to an agency's General Ledger and is an excellent starting point for identifying unreasonable or undesirable trends. For example, basic accounting suggests that general ledger accounts representative of expenses most likely will have a balance that increases throughout the year. If, upon analysis, an expense general ledger account (e.g., *6100 – Operating/Program Expense*) is decreasing or even stagnant for an extended period, that is a "red flag" that additional investigation is needed to determine how that account is being posted to the General Ledger.

When performing a trend analysis on a trial balance report, one should compare the ending balance (which represents the cumulative total) in each general ledger account on a monthly basis.

The following table is a sampling of frequently encountered general ledger accounts, their normal balance, and the trend direction (increasing or decreasing) that should be maintained for appropriated funds (unexpired single year).

Exhibit 7-7 General Ledger Account Trend Direction in Current Year

General Ledger Account	Normal Balance	Trend Direction
Fund Balance with Treasury (1010)	Debit	Decreasing
Equity	Credit	Decreasing
Available Authority (4450, 4510, 4610,4620)	Credit	Decreasing
Undelivered Orders (4801,4802)	Credit	Increasing
Revenue (5000 Series)	Credit	Increasing
Expenses (6000 Series)	Debit	Increasing
Expenditures	Credit	Increasing

7.2.7 New Year Carryover Analysis

In Federal accounting, carryover consists of all balances that constitute unobligated authority. Unobligated authority is the "unused" portion of budget authority that exists in an unexpired multi-year or no-year appropriation that is subsequently carried forward for (1) new obligations or (2) adjustments to previous obligations, in a following year.

As part of the FMMI annual close process, general ledger accounts that represent carryover amounts must be set up. The entries should already exist for the fiscal year that is being closed. These entries, however, need to be reviewed before running the Final annual close.

As part of your monthly analysis, the trial balance should be reviewed to ensure that the general ledger accounts representative of unobligated balances, for carryover purposes, have credit balances. In FMMI, the general ledger accounts used for carryover are 4450, 4510, 4540, 4560, 4590, 4610, 4620, and 4630.

The sum of the general ledger account balances that calculate the carryover amount should have an overall credit balance. Monthly analysis of the trial balance will quickly identify abnormal balances that may occur in any of the aforementioned general ledger accounts. The major advantage to monthly analysis is that the cause of the abnormal balance (or any other problem) can be resolved more easily. This is because there is a shorter time period (i.e., the current month) in which the abnormal balance could have occurred. If analysis comes only at the end of the fiscal year, transactions covering all 12 months would have to be researched to determine the cause of the abnormality. Agencies should perform these analyses on a monthly basis to save time resolving annual closing errors at yearend.

8 Cash Transactions, Obligations and Commitments

8.1 Cash Transactions

Cash Transactions are reportable to Treasury via the Central Accounting Reporting System (CARS) Classification Transactions and Accountability Report (Reclassification Report) as prescribed by the U.S. Department of the Treasury, Financial Management Service (FMS). The CARS Reclassification Report reports business event type code activity recorded in the FMMI general ledger for each individual agency location code to report changes in Fund Balance With Treasury (FBWT). CARS Reclassification transactions must be submitted to Treasury's CARS Web site within Treasury's established timeframe. The FBWT reflects the spending authority of the Federal Government.

The FBWT reconciliation is performed monthly. This reconciliation is done between the Governmentwide Accounting and Reporting (GWA) Account Statement and the agencies' general ledger balances by Treasury Symbol. It is necessary to balance with Treasury because Treasury reports the financial condition of the Federal Government to OMB and Congress based on the Federal agencies' reporting. At the end of the fiscal year, a cash adjusting entry is processed for the differences between GWA and the general ledger balances in the FBWT reconciliation.

8.2 FMS Reclassification Process

The Reclassification Report and Supplementals are prepared and transmitted to Treasury via the CARS in accordance with Treasury reporting requirements. The report includes disbursements and collections as well as transactions related to Intragovernmental Payments and Collections (IPAC) and intragovernmental payments and collections between USDA agencies (INTR) that are processed in the FMMI system. All adjustments to cash processed in a given accounting period are reported on the Reclassification Report with the proper Treasury Account Symbol and BETC. At yearend, no cash transactions should be processed for the current or prior budget fiscal years after period 12 is closed to all agencies.

8.2.1 Canceling Year Appropriations

For single-year and multi-year funds, budget authority remains available for five years after the appropriation expires to use in paying unliquidated obligations and liabilities on the books at expiration. At the end of that five-year period all budgetary resources, both obligated and unobligated, are cancelled and the funds are returned to Treasury. The agencies' Trial Balance for the closing Treasury Symbol should show a positive or zero balance. The ACFO-FO recommends that procedures be in place to contact vendors for invoicing prior to the last day of the fiscal year.

Example: Treasury Symbol 12240600, opened in 2024, will close on the last day of fiscal year 2024, which is September 30, 2024.

A review of outstanding accounts receivable for the closing appropriation must be performed and every effort to collect should be made prior to the last day of the fiscal year. Outstanding receivables must be moved to the miscellaneous receipt account, 123200, and collections received in subsequent years are applied to that account.

Note: Refer to the **Canceled Authority** section of this Guide for more details on these items.

8.3 Commitments

Commitment accounting is a tool to allow the budget personnel to oversee spending before a purchase order or contract being awarded. Commitments are normally requisitions for goods or services. At the time of processing, the available budget is reduced by the amount of a commitment and is recorded as an unliquidated commitment. Commitments are not legally binding and can be withdrawn prior to ordering goods and services. Obligating documents requiring commitments cannot be processed without referencing it; therefore, budget offices should be aware of changes in the awarded amounts and commitments amounts.

Commitments are the first step in the purchasing chain. They reserve funds for future intent to purchase goods and services and must be liquidated or canceled before yearend closing. Commitments are not rolled into the new fiscal year. Commitments are established using annual, multi-year, and no-year funds.

8.3.1 Review Process

Prior to fiscal yearend, unliquidated commitments should be reviewed. Every effort must be taken to liquidate open commitments. Open commitments do not rollover into the new fiscal year. Budget Offices should provide procurement offices with a report asking for a status of all open commitments.

8.4 Obligations

An obligation is a legal reservation of funds represented by orders placed, contracts awarded, services received, and similar transactions during a given period that will require a payment during the same or future period. It can also be an obligation for which the payment is occurring simultaneously.

8.4.1 Responsibility

The authority to incur obligations for an annual appropriation expires on the date and time of fiscal year close, i.e., September 30th. Each agency should coordinate with their appropriate procurement personnel and accounting operations to ensure that all legal obligations are recorded in the procurement system and in FMMI.

8.4.2 Review Process

Each agency is responsible for monitoring and reviewing unliquidated obligations in coordination with their appropriate accounting operations. Unliquidated obligations should be reviewed monthly and especially at yearend to:

- Ensure all obligations have been recorded in FMMI;
- Ensure obligations are accurate;
- Ensure invoices and receiving reports are obtained and submitted for payment;
- Ensure expenditures/payments reference the correct obligation;
- Deobligate remaining balances when appropriate; and
- Cancel invalid obligations.

The review of obligations conducted throughout the fiscal year will ensure that only valid obligations are carried on the books. Especially during the fiscal year closing process, each agency will need an accurate operating budget status to take appropriate actions and ensure the optimal utilization of resources.

Each agency's accounting operation is required to monitor obligations that must be reviewed and corrected prior to the close of month.

8.4.3 Feeder System Interface

Each agency must verify feeder and candidate system transactions to ensure these are processed in the correct accounting period, especially those transactions that overlap accounting periods. Feeder transactions must be processed no later than the Department's final system-specific cutoff date. This verification will ensure that feeder system interfaces process the accounting transactions separately and post the transactions in the correct period. This will also ensure that all obligations are processed by the last day of the current fiscal year. The feeder suspense and interface reject files must have valid transactions processed prior to the final cutoff period to ensure all obligations are updated as of the last day of the fiscal year.

9 Accruals

When obligations and expenditures have been incurred but not recorded, the best possible estimate should be used to record these obligations or expenditures. Where an estimate is used, the basis for the estimate and the computation must be documented. An adjustment must be made when events permit a more accurate estimate of the amount of the obligation or expenditure.

For additional information, FMMI provides OLHPs entitled Create Accruals, Reverse Accruals, and Create G/L Account Document.

9.1 Responsibility

Each agency is responsible for determining their obligation and expenditure estimates. With the exception of ACFO-SS generated accruals for payroll, agencies are responsible for entering period-end estimates to cover obligations and expenditures that have not been processed through the feeder systems.

It is the Department's goal to limit period-end estimates as much as possible to reduce accruals for the year.

Note: Payroll accruals are created in accordance with OPM's schedule.

9.2 Reversal Period

Reversal period is a term used in FMMI to designate an accounting period in which a document (transaction code) should be reversed. Any of the accounting periods designated in FMMI can be used as a reversal period. Yearend accruals are usually reversed the first accounting period of the new fiscal year. For additional information, FMMI provides an OLHP entitled Reverse Accruals.

9.3 Analyzing and Recording Accruals

The following sections provide guidance for recording yearend accruals.

9.3.1 Personnel Costs

Regular payroll costs are chargeable to the fiscal year in which the salary is earned. Cash awards are chargeable to the fiscal year in which the award is approved. Lump sum payments are chargeable to the fiscal year in which the date of separation occurs. Agencies should prepare accruals for the following:

- Cash awards approved; and
- Lump sum leave payments for separations during September that were not processed in pay period (PP)18.

9.3.2 Travel System and Government Transportation System (GVTS)

The following sections provide guidance for travel and transportation related expenses. All travel transactions, except relocation expenses, are chargeable to the fiscal year in which they are incurred. Relocation related expenses are chargeable to the year the relocation authorization was created.

Note: When requesting transportation tickets through Concur, travel agencies, travel management centers, or the scheduled airline ticket office using the U.S. Bank Visa account, obligate all travel beginning on or prior to the last day of the fiscal year as business for that fiscal year. All requests for round-trip tickets procured for trips beginning on or prior to the last day of the fiscal year, even though return travel will be after the end of the fiscal year, should be obligated as business for the fiscal year in which travel begins. Since the billing for all tickets issued in September by the travel agency will not be received until October, a period-end estimate should be entered for the value of all travel commencing in September.

Movement or Storage of Household Goods or Personal Effects

Movement or storage of household goods or personal effects of an employee transferred must be obligated in the fiscal year in which the AD-202, *Travel Authorization*, is issued. Accruals should be prepared and entered to cover the value of all AD-202's for employees being transferred when the Government Bills of Lading (GBLs) for these employees are not included on the listing of paid GBLs furnished to an agency near the end of September. Period-end estimates should also include the value of all AD-202's that were issued in September even though the transfer will not occur until the next fiscal year or later.

Per Diem, Mileage, and Other Incidental Expenses, Including Car Rental

Charges for per diem, mileage, and other incidental expenses are chargeable to the fiscal year in which they are incurred. Period-end estimates should be prepared and entered for any unvouchered travel through the last day of the fiscal year or for travel vouchers not processed in Concur by the last day of the fiscal year.

All documents entered and accepted into the feeder by the yearend cutoff date and time will be recorded in fiscal period 12 of that fiscal year and will be included in the September reports. YE documents for accruals should be prepared and entered to include all orders for the current fiscal year that were not processed in Concur by the last day of the fiscal year.

9.3.3 Telephone and Utilities Services

Invoices received in October where the period of service began in September will be charged to the prior fiscal year Funds Commitment Document (FCD). The new FCDs will be used starting approximately mid-October for services provided from October forward.

In accordance with normal interface schedules, documents entered and accepted into the system at least one day prior to fiscal yearend will be recorded in that fiscal year, fiscal period 12 and will be included in the September reports.

9.3.4 USDA Smart Pay Charge Card Program

The current fiscal year profile accounting will be charged for each credit card purchase made by the last day of the fiscal year. All purchases made after the last day of the fiscal year should be charged to the new fiscal year. Specific SmartPay yearend guidance is provided by OPPM and can be found at http://www.dm.usda.gov/procurement/ccsc/index.htm. Agency representatives should contact their Local Agency Program Coordinator for more specific information.

9.3.5 Integrated Acquisition System (IAS)

All adjustments and/or updates to IAS must be completed by the yearend date and cutoff time to be included in the final September reports for the fiscal year.

9.3.6 Intragovernmental Payments and Collections (IPAC)

IPAC includes processing of both inbound and outbound IPAC transactions. Inbound IPAC transactions are those payments and collections that are downloaded from Treasury originating from non-USDA Government agencies. Outbound IPAC transactions are those payments and collections entered through FMMI accounts receivable invoices created manually or through the sales orders process. Yearend cutoff dates for processing IPAC are published in the Timeline.

9.3.7 Intradepartmental(INTR)Payments and Collections

Intradepartmental payments and collections between USDA agencies are referred to by the acronym INTR. All sales orders for FMMI agencies must have a purchase order for the item to clear and be processed timely. Yearend cutoff date and time for processing INTR is published in the Timeline.

9.3.8 Computer Center Service Agreement

These agreements are a part of the Greenbook estimates. It is the agency's responsibility to record period-end estimates for all unbilled portions of Computer Center contracts.

9.3.9 Other Accruals

The table below summarizes additional yearend accruals that each agency must record.

Exhibit 9-1 Accrual Summary

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
Contract Dispute Claims Accrual	FMS will notify agencies of claims at the transaction level that have been approved for payment from the Judgment Fund via the Judgment Fund Web Site at http://www.fms.treas.gov/judgefund/index.html	YE/DE
Unemployment Compensation Expense	Unemployment Compensation Expense	YE/05
FICA/OADSI/ HITS Expense	FICA/OADSI/HITS Expense	YE/06
Headquarters Allocation	USDA agencies are responsible for recording their share of the Washington, D.C. Headquarters overhead costs, including those related to the Department Headquarters Offices and the D.C. complex space, operations and maintenance. The method used for allocating the Department Headquarters Offices costs to the agencies varies by the individual office. For example, the costs of the Office of Congressional Relations and Office of Communications are distributed equally among the mission areas, whereas the cost of the Office of the Chief Economist is allocated based on management's judgment as to the service provided to each mission area, agency, or corporation and the cost of the Office of Budget and Program Analysis is allocated based on budget and program staff assignments with support costs distributed proportionately based on staff distribution. The cost of General Services Administration (GSA) rent for other than the DC complex is allocated based on GSA's billing. The cost of the D.C. complex operation and maintenance is allocated based on the square footage of space assigned to each agency with maintenance costs for general areas reallocated proportionately to agencies based on DC-complex FTEs.	YE/JP Use doc type SA

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
FECA Change in Actuarial Liability	The Federal Employees' Compensation Special Benefit Fund was established under the authority of the Federal Employees' Compensation Act (FECA). The FECA Special Benefits Fund pays for income lost and medical costs for Federal civilian employees injured on the job, employees who have incurred a work-related occupational disease, and beneficiaries of employees whose death is attributable to a job-related injury or occupational disease. Annually, Federal entities are allocated the portion of the long term FECA actuarial liability attributable to the entity. An actuarial liability is a liability based on statistical calculations and actuarial assumptions (actuarial assumptions are conditions used to resolve uncertainties in the absence of information concerning future events.) The FECA actuarial liability is an amount recorded by employer agencies for the actuarial present value of future FECA benefits provided to Federal employees or their beneficiaries as a result of work-related deaths, disability or occupational disease. Each Federal entity should record its portion of the FECA actuarial liability based on amounts provided by U.S. Department of Labor (DOL). The entity's actuarial liability balance should equal the amounts provided by DOL. The agencies' actuarial liability balance (General Ledger Account 2650N) must equal the amounts provided by DOL. Users should process a YE/FE document as follows: 1) Process the first line of the document using an Increase/Decrease Indicator equal to "D" for the total balance amount in General Ledger Account 2650N. This should bring the balance in the account to zero. (This amount should be the same as the amount recorded at the end of the prior fiscal year to GL 2650N. If it is not the same amount, you should understand why it is different and determine if other corrections are necessary.) 2) Process the second line of the document using an Increase/Decrease Indicator equal to "I" for the amount provided DOL.	YE/FE Use doc type SA

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
FECA Unfunded Accrual	The Federal Employees' Compensation Special Benefit Fund was established under the authority of the Federal Employees' Compensation Act (FECA). The FECA Special Benefits Fund pays for income lost and medical costs for Federal civilian employees injured on the job, employees who have incurred a work-related occupational disease, and beneficiaries of employees whose death is attributable to a job-related injury or occupational disease. The FECA Special Benefits Fund pays benefits on behalf of Federal entities as costs are incurred and bills the Federal entity annually for the costs. Federal entities fund the FECA payments through appropriations or operating revenues. These liabilities due to the FECA Special Benefits Fund are recorded by the Federal entities as unfunded at the time of receipt of the bill. Each Federal entity should record its portion of the FECA unfunded liability based on amounts provided by U.S. Department of Labor (DOL). The entity's unfunded liability balance (General Ledger Account 2225F (16)) must equal the amounts provided by DOL. Users should process a YE/UA document as follows: 1) Process the first line of the document using an Increase/Decrease Indicator equal to "D" for the total balance amount in General Ledger Account 2225(16). This should bring the balance in the account to zero. (This amount should be the same as the amount recorded in the previous quarter to GL 2225F (16)). If it is not the same amount, you should understand why it is different and determine if other corrections are necessary.) 2) Process the second line of the document using an Increase/Decrease Indicator equal to "I" for the amount provided DOL.	YE/UA Use doc type SA
Judgment Fund	The agency will record an imputed cost and imputed financing source at the time it learns that the Judgment Fund will pay a settlement. FMS will notify agencies of claims at the transaction level that have been approved for payment from the Judgment Fund via the Judgment Fund Web Site at http://www.fms.treas.gov/judgefund/index.html	YE/JP Use doc type SA

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
OPM and State Department Imputed Costs	The amounts that agencies remit to Office of Personnel Management (OPM) by and for employees covered by the Civil Service Retirement System (CSRS), Federal Employees Retirement System (FERS), Federal Employees Health Benefits Program (FEHB), and the Federal Employees' Group Life Insurance Program (FEGLI) do not fully cover the Government's cost to provide these benefits to the employees after they retire. Consequently, agencies must recognize an imputed cost equal to the difference between the Government's cost of providing these benefits to the employees and the contributions agencies remit currently by and for them. Each year OPM provides agencies with the cost factors for each benefits program needed to calculate and record the imputed costs. Additionally, for agencies that have United States Department of State (State Department) foreign employees, a separate imputed cost accrual is required. **Note:** USSGL 5780/6730 OPM=Trading partner 24; Vendor Code 24000001F A State Department=Trading partner 19; Vendor Code 19000001F A	YE/JP Use doc type SA
Probable Contingent Liabilities	Agencies are responsible for recognizing a contingent liability for pending litigation with a nonfederal entity in which the Office of the General Counsel (OGC) has determined that the outcome for the loss is probable and the amount is estimable.	YE/80 Use doc type SA
Receipt of Goods and Services or Property Plant and Equipment	On a monthly basis, this transaction is used to accrue an expense for goods and services or property plant and equipment received but not paid for in the current period. The document should be set to automatically reverse in the following accounting period. IF AN OBLIGATION **(funds committment or Purchase order)** HAS BEEN PROCESSED THEN THE ENTRY WILL BE A **YE/DN with a document type of DN.**	YE/DE Use doc type SA Do not mix trading partners in one document.
FICA Expense	FICA Expense	YE/07

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
Unbilled Revenue	On a monthly basis, this transaction is used to accrue revenue that was earned in the current period but will not be billed until a future accounting period. The document should be set to automatically reverse in the following accounting period.	YE/FS Use doc type YD if posting to 4222/4252. Ensure that you have forecast of revenue.
Unemployment Compensation	Section 909 of the Social Security Act established the Federal Employees Compensation Account. The account provides funding for the Unemployment Compensation for Federal Employees (UCFE) program. The UCFE program provides unemployment compensation (UC) benefits to Federal employees similar to those provided by State unemployment insurance laws in the private sector. States, through agreement with the Secretary of Labor, act as agents in administering this program. The account's major source of funding is reimbursements from each employing agency. Per the Federal Intragovernmental Transactions Accounting Policy Guide each federal entity must record its portion of the UC unfunded liability based on amounts provided by U.S. Department of Labor (DOL) schedule. The entity's unfunded liability balance (General Ledger Account 2290F (16)) must be consistent with the amounts on the schedule that will be provided by DOL.	YE/13 Use doc type SA
Unfunded Leave Balance	When employees accrue rights to take leave with pay, the government incurs an expense and liability measured by the salary cost of the time that may be taken. The accrual of annual leave in the Federal Government is material and needs to be recognized annually in agency accounting records and financial statements. Federal employers, therefore, shall recognize the expense and related liability for annual leave as it accrues. The liabilities for annual leave shall be adjusted to reflect pay increases and unused leave balances for financial statement purposes.	YE/UL Use doc type SA

Accrual	Description of Accrual as Shown in FMMI	Trans. Model/Trans. Variance
Accrual for Funded Payroll and Leave	On a quarterly basis, this transaction accrues an expense for funded payroll and leave	YE/H1 Use doc type SA
Unemployment Compensation Expense	Unemployment Compensation Expense	YE/08 Use trans code YE_UC, doc type SA This will post to 640000UNEM/ 610000UNEM
FICA/OADSI/HITS Accrual	FICA/OADSI/HITS Accrual	YE/09
Reclassification to 6400 and 2213	Reclassification to 6400 and 2213	YE/10
Reclassification to 6400 and 2213	Reclassification to 6400 and 2213	YE/F2
Expense Accrual with Obligation	Expense Accrual with Obligation	YE/DN Use doc type DN Trading partners can be mixed.
Reclassification of Expenses-6400	Reclassification of Expenses-6400	YE/FJ
Reclassification of Expenses -6100	Reclassification of Expenses -6100	YE/FG
Payroll lump sum and cash awards	Payroll lump sum payments or Cash Awards not processed by PP 18 can be accrued.	YE/DE Use doc type SA Do not mix trading partners in one document.
Month-End Inventory Adjustment-WCF	Month-End Inventory Adjustment-WCF	YE/WV Use doc type SA

10 Adjusting Entries

Several adjusting entries are required to ensure that financial statements and other related records are stated fairly. Adjustments are usually needed for the following items:

- Depreciation;
- Budget Clearing Accounts;
- Pension;
- Accrual of Unrecorded Receivables Earned;
- Anticipated Appropriations; and
- Miscellaneous Receipts Accounts.

10.1 Depreciation

Depreciation is defined as the process of allocating the cost of tangible assets to expense in a systematic and rational manner to periods expected to benefit from the use of the asset. This approach is used to match costs with the benefits received during the asset's estimated life. Therefore, in order to reflect this allocation of costs, the agency must prepare an asset analysis. The asset analysis will review the previous asset balances, additions, and retirements during the fiscal year. This analysis would also require a review of the accumulated depreciation contra-account. The accumulated depreciation provides information concerning the amount of depreciation charged to expense in past years.

The agency should verify that each asset meets the Department's capitalization policies (i.e. threshold amounts for expense and capitalization) as outlined in Departmental Regulation (DR) 2200-002, Property, Plant, and Equipment. The agency's personnel should also review the supplies accounts and other similar accounts to ensure that all assets have been captured in the correct asset/expense categories. In order to verify the asset balances under the control of each agency, a bi-annual physical inventory must be performed. This verification will confirm the existence of the asset and require adjustments for unrecorded acquisitions and disposals.

Based on the asset analysis, the adjusting journal entries for the depreciation can be derived and posted to the correct proprietary accounts. The asset balances, especially the additions, should also be properly reflected in the budgetary accounts.

10.2 Budget Clearing Accounts

Clearing accounts are established to temporarily hold unidentifiable general, special, or trust fund transactions that belong to the Federal Government until they are classified to the proper receipt or expenditure account by the Federal entity. An "F" preceding the last four digits of the fund account symbol identifies these accounts. Clearing accounts consist of the "3800" series fund groups.

These accounts allow agencies to temporarily record unresolved cash items pending final determination of the applicable appropriation or fund account to be credited. Each agency is responsible for reviewing the balances in their suspense accounts. Postings to these accounts should be cleared as **quickly** as possible **and** every effort should be made to clear all suspense account entries within 60 days.

The objective is to eliminate any material balances for fiscal yearend, clear all entries within 60 days, and to ensure that no budgetary general ledger accounts exist within the trial balances for these fund symbols.

10.2.1 Budget Clearing Account - Undistributed Intragovernmental Payments (12F3885)

IPAC transactions (payments and collection types) received without a proper Treasury Account Symbol (TAS) will be recorded in 12F3885 in the FMMI general ledger, assuring all IPAC cash transactions are recorded in the general ledger. For those transactions recorded in 12F3885, once the correct appropriation or fund account is identified, the account should be cleared and the proper appropriation or fund account should be charged and/or credited and reported as FBWT at that time.

10.2.2 Budget Clearing Account – Proceeds of Sales, Personal Property (12F3845)

Agencies, unless directed otherwise in their specific legislation, have authority to collect proceeds from sales of personal property which can be applied to replace similar property during the fiscal year in which the property is sold and one fiscal year thereafter.

The sales proceeds are deposited to 12F3845 until money is needed to acquire replacement property, the agency determines that the replacement property will not be acquired, or the agency does not replace the property within the prescribed time limit. In the event that replacement property will not be acquired or that the time limit has elapsed, the receipts must be returned to Treasury using a miscellaneous receipt account.

10.3 Pension

Pension is defined as retirement benefits due from or to administrating agencies for eligible Federal civilian or military employees or their beneficiaries. Adjustments may be necessary to record the costs incurred that are paid in total or in part by other entities. See **Chapter 9, Accruals**, for additional information.

10.4 Accrual of Unrecorded Receivables Earned

To accrue unrecorded receivables earned, analysis will have to be done by the agency to determine what amount represents ***estimated receivables*** by calculating the lesser of (1) Agreement amount – Collected and Recorded Receivable amounts or (2) Obligations + Expenditures – Collected and Recorded Receivable amounts.

Special attention should be given to estimated receivables with Federal vendors. As with all intragovernmental transactions, receivables with Federal customers must be communicated and agreed upon with the Federal trading partner to ensure that the Federal trading partner records their reciprocal accounts and/or corresponding USSGL accounts, for elimination on the Governmentwide financial statements. For example, the providing agency's accounts receivable would normally be reconciled to the reciprocal account, accounts payable, on the receiving agency's records.

Additionally, all accruals to Federal trading partners having a USDA Department code of “12” must equal the balances recorded in the Intradepartmental Transaction Reconciliation System (ITRS). The elimination of intradepartmental activity for the USDA consolidated financial statements requires that the same amount must exist in each trading partner's general ledger in reciprocal accounts as recorded in ITRS.

The following is the FMMI posting model:

Proprietary

Debit 1310 – Account Receivable
    Credit 5200 – Revenue from Service Provided

Budgetary

Debit 4251 – Reimbursements and Other Income Earned - Receivable
    Credit 4210 – Anticipated Reimbursements and Other Income

10.5 Anticipated Appropriations

Treasury guidance stipulates that **the balance in an anticipated account must be zero at fiscal yearend.** Failure to process the necessary adjusting entries to reduce anticipated balances will cause an error in the FMMI annual close process.

The two most common anticipated adjustments occur in general ledger account 4120, Appropriations Anticipated, and general ledger account 4210, Anticipated Reimbursements and Other Income. An Appropriations Anticipated is defined as the current estimate of amounts anticipated to become available under an existing law. An Anticipated Reimbursement is expected to be earned during the current fiscal year, subject to OMB apportionment, and other authorized reimbursements and/or other income for which current fiscal year obligated authority is automatically established based on customer orders received. While these accounts are the most common, there are other anticipated accounts available for use by the agencies. Each agency must review their trial balances for other anticipated activity that requires adjustment. After accruing for unrecorded receivables earned as discussed in the previous section, any remaining balances in anticipated accounts must be removed.

10.6 Spending Adjustments

A downward spending adjustment is an adjustment recorded against an expired appropriation that produces a net increase in funds availability. A canceled obligation, an expenditure refund, a discount that has been applied to a payment, or a final expenditure that is less than the obligation it liquidates can trigger a downward spending adjustment.

An upward spending adjustment is an adjustment recorded against an expired appropriation that produces a net decrease in funds availability. An upward spending adjustment can be triggered by an increase to a direct expenditure, an expenditure refund that has been canceled or reduced, interest that has been applied to a payment, or processing of an expenditure that is in excess of the obligation it liquidates.

When accruals or cash adjustments are reversed in FMMI, they do not invoke spending adjustments. If the agency has not processed the functional document in the accounting system, they should process the appropriate spending adjustment document to reclassify the status of the account. Below are the transaction model/variant transactions used to process spending adjustments.

Exhibit 10-1 Spending Adjustments

Document Type	Posting Model	DR	CR
SU	B2_SP	487100UPDN	480100UPDN
SU	B2_ST	497100UPDN	490100UPDN
SU	B2_SX	487200UPDN	480200UPDN
SU	B2_SY	497200UPDN	490200UPDN
SU	B2_UP	480100UPDN	488100UPDN

11 Canceled Authority

This section describes canceled authority and its impact on the FMMI annual close process. Also discussed are the FMMI off-line job processes that should be run as part of the annual close process.

11.1 Overview

The authority associated with a transaction is canceled when a single or multi-year fund is expired after the 5-year period of authority has ended. At the end of this period, the fund is considered closed and the authority associated with that transaction is canceled. Public Law 101-510 requires that all Federal entities may expend their remaining budget authority for 5 years after the expiration of a definite (as to the time availability, purpose, or amount) appropriation to pay unliquidated obligations and liabilities still on the books. At the end of that 5-year period, all authority to spend, both obligated and unobligated, is canceled. The unused budget authority is withdrawn from Federal entities and transferred to Treasury, and any receivables and payables on the book are canceled for the expired appropriation. This means that any obligations, payables, or accruals are canceled, and receivables are transferred to Treasury's General Fund.

The obligation or expenditure authority of an appropriation that is available for obligation or expenditure for an indefinite period can also be canceled. An appropriation available for an indefinite period will be canceled only if the head of the department or agency concerned, or the President, determines that the purpose for which the appropriation was made has been carried out or no disbursements have been made for two consecutive fiscal years. If an indefinite appropriation is canceled, all status accounts for that appropriation are closed.

This section of the Guide briefly describes the adjusting entry required for canceled authority. Also discussed is the impact on payables, accruals, obligations, and receivables and their treatment when expired authority is closed and canceled. The offline processes contained in FMMI for canceled payables, accruals, obligations, and receivables will be covered in this section.

Budgetary Entry
Debit 4650 – Allotments – Expired Authority
Credit 4350 – Canceled Authority
Proprietary Entry
Debit 3106 – Unexpended – Adjustment
Credit 1010 – Fund Balance with Treasury

11.2 Parent/Child Treasury Symbols

Throughout the Federal Government, certain Treasury Symbols are shared between agencies for a specific purpose. That is, an appropriated fund under a given Treasury Symbol may be used or shared between two agencies within the same federal department. The agency originally receiving these appropriated funds is designated as the "parent" agency. The parent agency allocates a portion of these funds to the other agency, designated as the "child" agency. These transfers are executed on an internal Apportionment and Reapportionment Schedule (SF-132).

Funds for shared Treasury Symbols are closed out within each agency sharing the funds, that is, parent and child agencies, if it is an annual fund or multi-year Treasury Symbol. If the shared Treasury symbol is a no-year symbol, an internal apportionment and reapportionment schedule must be executed to reflect the return of funds to the parent.

11.3 Impact of Cancellation on Obligations, Accruals, Receivables, and Payables

The following sections include instructions for Obligations, Accruals, Receivables, and Payables.

11.3.1 Obligations

An obligation is a legal reservation of funds represented by orders placed, contracts awarded, services received, or similar transactions during a given period that will require a payment during the same period or future period.

All authority to spend, obligate, and unobligate is closed and canceled at the end of the 5^{th} year as an expired period required by Public Law 101-510. When the authority is canceled, the unused budget authority is withdrawn from Federal entities and transferred to Treasury. **Any unpaid voucher documents dealing with the canceled budget fiscal year must be reversed as well, and unliquidated obligation documents must be deobligated at this time**.

11.3.2 Accruals

When the amount of an obligation is not known at the time it is incurred, the best possible estimate should be used to record the obligation. Where an estimate is used, the basis for the estimate and the computation must be documented. An adjustment must be made when events permit a more accurate estimate of the amount of the obligation and when the actual obligation is determined.

Accruals are used to record obligations. Since obligated funds are canceled at the end of the 5th year period, accruals will also be canceled at this time. The accrual represented an obligation and will be canceled, and the authority associated with that transaction withdrawn and transferred to Treasury.

11.3.3 Receivables

Accounts Receivables are claims against other federal agencies, state and local governments, and non-governmental entities when an agency provides goods or services resulting from reimbursable agreements or memorandums of understanding. Any receivables on Federal entities' books at the end of the 5-year period for expired appropriations are canceled.

Treasury guidance now provides that at the time of cancellation, an account receivable is established in a miscellaneous receipt account of Treasury for future collection efforts. Upon collection, the funds are deposited in the miscellaneous receipt account of Treasury.

11.3.4 Payables

At the end of the 5-year period, all the unused budget authority is withdrawn from Federal entities and transferred to Treasury and any payables on the book are canceled for the expired appropriation. With respect to obligations and payables, if these claims prove valid, Treasury will pay the claim, providing two tests are met:

- The first test is applied to the old appropriation, that is, the now-expired appropriation. There must be unused canceled appropriation or budgetary authority sufficient to have funded payments if such payments had been made from the old appropriation. The failure to meet this test could result in a violation of the Anti-Deficiency Act, prohibiting obligations and expenditures in excess of an apportionment approval of OMB or an appropriation of Congress[2].
- The second test is applied to the new appropriation of the department or agency. The total payments from the new appropriation for obligations and payables of the old appropriation cannot exceed 1 percent of the new appropriation. The 1 percent will be separately apportioned. Unused amounts from the 1 percent may be transferred back to the remaining 99 percent

[2] Section 1405 (a) of Public Law No. 101-510 amended 31 U.S.C. 1553 (b) (1).

and used to fund new transactions. If such payments to be made exceed the 1 percent limitation, additional budgetary authority must be sought from Congress[3].

- Under OMB guidance, the liabilities cannot be recorded on the books of a subsequent appropriation until valid bills are received for payment and it is certain payment will be made from that subsequent appropriation.

[3] Section 1405 (a) of Public Law No. 101-510 amended 31 U.S.C. 1553 (b) (2).

12 Financial Statements

The "Annual Financial Statement" of a reporting entity shall consist of:

- Overview of the reporting entity;
- Principal statements and related notes;
- Required supplemental stewardship information; and
- Other required supplemental information.

The principal statements to be included in the USDA Consolidated Financial Statements shall consist of:

- Balance Sheet;
- Statement of Net Cost;
- Statement of Changes in Net Position; and
- Statement of Budgetary Resources.

These reports are generated out of the Financial Statement Data Warehouse (FSDW) and can be viewed at https://cms.fms.usda.gov/fsdw/.

For details on how to prepare the individual statements, refer to OMB Circular A-136.

For details on Financial Statement due dates, please refer to the latest Financial Management Key Milestones provided by CRD.

A description of each statement follows.

12.1 The Balance Sheet

The Balance Sheet presents, as of a specific time, amounts of future economic benefits owned or managed by the reporting entity exclusive of items subject to stewardship reporting (assets), amounts owed by the entity (liabilities), and amounts which comprise the difference (net position). The balance sheet presents assets available for use by the reporting entity (assets for use by entity) separately from those managed by the reporting entity but not available for use in its operations (assets not for use by entity). Both intragovernmental assets and assets with the public are integral components of the reporting entity assets.

The Balance Sheet is prepared with a pre-close balance.

12.2 The Statement of Net Cost

The Statement of Net Cost is designed to show separately the components of the net cost of the reporting entity's operations for the period. However, the organizational structure and operations of the USDA are so complex that to fully display its sub-organizations' major programs and activities requires supporting schedules to supplement the information in the Statement of Net Cost.

An individual agency/corporation or mission area reporting entity may be able, in its own Statement of Net Cost, to satisfactorily report the required sub-organization, program cost, and exchange revenue information without using supporting schedules.

The Statement of Net Cost is prepared with a pre-close balance.

12.3 The Statement of Changes in Net Position

The Statement of Changes in Net Position reports the beginning net position, the items that caused net position to change during the reporting period, and the ending net position.

The Statement of Changes in Net Position is prepared with a pre-close balance.

12.4 The Statement of Budgetary Resources

The Statement of Budgetary Resources and the related disclosure provide information about how budgetary resources were made available as well as their status at the end of the period. USDA reporting entities whose financing comes wholly or partially from budgetary resources should prepare this statement. It should be aggregated to reflect all the activity of the reporting entity for the year covered by the financial statement. Prior year information should be presented to allow the reader to make appropriate comparisons with prior periods.

The Statement of Budgetary Resources is prepared with a pre-close balance.

12.5 Additional Line Instructions

USDA reporting entities can include additional lines on their own statements; however, all additional lines must roll up to one line on the consolidated statements. Agencies should submit a line-by-line crosswalk, including supporting documentation with their template submissions when their financial statement line items do not comply with the consolidated financial statement format.