

U.S. Standard General Ledger (USSGL)

Issues Resolution Committee (IRC) Meeting Minutes

July 12, 2018

LOCATION: 1722 I Street, NW, Washington D.C.

TIME: 9:30 a.m. to 12:00 p.m.

HANDOUTS:

- Summary of Changes
- Draft USSGL Ballot
- New Budgetary USSGL Accounts
- Custodial Activity (Exchange) Guidance
- Custodial Activity (Nonexchange) Guidance
- Continuing Resolution Guidance
- SFFAS No. 51 Insurance Programs & New USSGL Accounts
- Part 1, Section V, Fiscal Year 2018 and Part 2, Section V, Fiscal Year 2019:
 - Statement of Net Cost
 - Statement of Changes in Net Position
 - Statement of Budgetary Resources
 - SF 133 & Schedule P Report on Budget Execution and Budgetary Resources & Budget Program and Financing Schedule
- Part 1, Section VII, Fiscal Year 2018 and Part 2, Section VII, Fiscal Year 2019:
 - Validations Detail
- Part 2, Section VII, Fiscal Year 2019
 - Edit Detail
 - Edit Closing
- OMB Circular No. A-11 Schedule F “Budget Balance Sheet” Guide
- Debt Forgiveness

GENERAL ITEMS:

Manager, **Chris Beck (Fiscal Service)** welcomed everyone to the IRC Meeting and conducted roll call. He explained that changes reviewed during the meeting would be part of USSGL TFM Supplement Bulletin No. 2018-08, which would be published the first week of August. **Chris** stated that the meeting would be recorded in order to help with the preparation of meeting minutes.

AGENDA ITEMS:

Marlana White (Fiscal Service) presented *Draft USSGL Ballot*. There was a minor change to the draft ballot published on the USSGL Website: USSGL account 438500, “Temporary Sequester Returned for Cancellation,” will be added for Fiscal Year (FY) 2018. The survey monkey link will be emailed to USSGL Board Members after the

meeting. The ballots are due back by noon July 19, 2018. The ballot proposes 14 new USSGL accounts, modifications to 5 USSGL accounts and deletion of 2 USSGL accounts.

Kent Linscott (Fiscal Service) presented *New USSGL Accounts for Custodial Activity*. Since the May USSGL Board Meeting, there were minor changes to USSGL account 198100, "Receivable from Custodian or Non-Entity Assets Receivable from a Federal Agency – Other Than the General Fund of the U.S. Government," and USSGL account 571300, "Accrual of Amounts Receivable from Custodian or Non-Entity Assets Receivable from a Federal Agency - Other Than the General Fund of the U.S. Government." The titles and definitions of these accounts were changed to provide further clarification into what the accounts should be used for and how they should be used for custodial activity. These two accounts are to be voted on the current ballot. **Chris** explained that these accounts are used for accruals and allow eliminations to occur.

Michele Crosco (Fiscal Service) presented *Continuing Resolution (CR) Guidance*. The guidance proposes new USSGL account 139000, "Appropriated Dedicated Collections Receivable," which may be used in the expenditure account, or the unavailable receipt account, and will crosswalk to Balance Sheet line 3 and Reclassified Balance Sheet line 3.3. Proposed USSGL account 299200, "Appropriated Dedicated Collections Liability," will crosswalk to Balance Sheet line 19 and Reclassified Balance Sheet line 7.1. Proposed USSGL account 309000, "Unexpended Appropriations While Awaiting a Warrant," will be used to separate appropriations while awaiting the issuance of a warrant. Proposed USSGL account 309010, "Appropriations Outstanding – Warrants to be Issued," is for use by the General Fund of the U.S. Government. Proposed USSGL account 573500, "Appropriated Dedicated Collections to be Transferred In," will crosswalk to Balance Sheet line 32 and 33, Reclassified Balance Sheet line 9.1 and 9.2, and Statement of Changes in Net Position line 17. Proposed USSGL account 573600, "Appropriated Dedicated Collections to be Transferred Out," is needed to eliminate with proposed USSGL account 573500.

Michele explained that the guidance is still in draft form and was not ready to be published on the USSGL Website; more work will be done on the draft. The guidance proposes the use of proposed USSGL account 139000 with an "F" Federal Non-Federal Code attribute domain value as opposed to USSGL account 109000, "Fund Balance With Treasury While Awaiting a Warrant," with a "G" Federal Non-Federal Code attribute domain value. Likewise, proposed USSGL account 573600 and proposed USSGL account 299200 would be used during a CR when an expenditure account receives an appropriation warrant from an Unavailable Receipt Account. The proposed USSGL accounts will help with Intragovernmental Elimination Differences. Then, **Teresa Tancre (OMB)** reminded agencies that Edit 68 is fatal Period 09 2018; she requested that agencies look at any differences now and not wait until the last day of the GTAS Window.

Brian Casto (Fiscal Service) presented *SFFAS No. 51 Insurance Programs and New USSGL Accounts*. The guidance will be effective FY 19. **Brian** said that the working group for the project has been very helpful and he thanked the following agencies for their contribution: **FDIC, DHS, OPM, USDA, NCUA, VA, OPIC, PBGC, DOL and FAA**. The guidance proposes two new USSGL accounts: USSGL account 220000, "Liability for Unpaid Insurance Claims," and USSGL account 220500, "Liability for Unearned Insurance Premiums," and definition changes to USSGL account 266000, "Actuarial Liabilities for Federal Insurance and Guarantee Programs," and USSGL account 292000, "Contingent Liabilities."

Brian explained that SFFAS No. 51 was Phase 1 of **FASAB's (Federal Accounting Standard Advisory Board)** Risk Assumed Project. Two of the goals of this project were to better inform readers about the operating performance programs and to detail the extent of the risks of loss to the federal government from adverse events. The new standards and definitions within SFFAS No. 51 should lead to consistent reporting of insurance costs and

liabilities. SFFAS No. 51 completely rescinds previous guidance from SFFAS 5, Accounting for Liabilities of the Federal Government (Paragraphs 97 – 121) and affects the reporting of contingent losses from insurance activities. The guidance creates three groups of insurance based on the type of revenue collected: Exchange Transaction Insurance Programs Other Than Life Insurance, Nonexchange Transaction Insurance Programs, and Life Insurance Programs. The current Insurance Accounting Guidance provides no clear definitions for insurance programs and terms, which often leads to insurance liabilities and losses not being comparable across agencies. **Chris** explained that SFFAS No. 51 has given clarity on liabilities related to insurance programs. This guidance should help to alleviate the need for a manual adjustment at yearend in order to move the number from the Other Liabilities Line to the Insurance Programs Liabilities Line; however, this will not happen in FY 2018, so agencies should reach out to **Chris** or **Brian** if they currently have this issue.

Chris stated that the next part of the meeting would focus on changes to the crosswalks; these changes will be published to the website on August 3, 2018 as USSGL Bulletin No. 2018-08. Many of the changes were due to OMB Circular No. A-136 changes. **Carol Johnson (OMB)** and her staff did a great job of streamlining reporting requirements and reducing agency burden while updating the Circular. It is anticipated that OMB Circular No. A-136 will be published in late July.

Tia Harley (Fiscal Service) presented changes and updates to *Part I, 2018, and Part II, 2019, Section V: Statement of Changes in Net Position*. While there were many changes listed on the Summary of Change (SOC), the majority of the changes were because lines 18 – 26 were moved to the front of the statement; thus, most lines were renumbered. In addition, the calculation lines had to be updated because of this change. Also, the verbiage of calculation line 25 was revised to, “Line 23 minus line 24.” All of these changes are effective Period 10, FY 2018.

Regina Epperly (Fiscal Service) presented changes and updates to *Part I, 2018 and Part II, 2019, Section V: Statement of Budgetary Resources*. The following changes are effective Period 10, FY 2018, and are due to OMB Circular No. A-136:

1. Deleted **lines 1000, 1020, 1020.5, 1021 and 1043**.
2. Revised **line 1051** to reflect the USSGL accounts in **old lines 1000, 1020, 1021 and 1043** and added USSGL account **438500**.
3. Added GTAS Fund Type Code attribute domain value “**EG**” to USSGL account **412600**, “Amounts Appropriated From Specific Invested TAFS – Receivable,” on **line 1290**.
4. Revised the verbiage of calculation **line 1910**.
5. Added **line 1980** to reflect the accounts in **old lines 1020, 1021 and 1043**.
6. Deleted lines **3000 – 4187**.
7. Revised **line 4190** to reflect the USSGL accounts in **old lines 4185 and 4187**.
8. **Footnote 3, 4, 6 and 8** were deleted. The remaining footnotes were renumbered accordingly.
9. The verbiage in **new footnote 3** was revised.

The following changes are effective FY 2019, and are due to OMB Circular No. A-11:

1. Added USSGL account **435400**, GTAS Fund Type Code attribute domain value “**EG**” to USSGL account **415700**, Authority Type Code attribute domain value “**P/S**” to USSGL account **416600**, “Allocations of Realized Authority - To Be Transferred From Invested Balances,” and **416700**, “Allocations of Realized Authority - Transferred From Invested Balances,” on **line 1051**.
2. Added Authority Type Code attribute domain value “**P/S**” to USSGL account **416600** and **416700** on **line 1290**.

3. Added USSGL account **414201**, "Modification adjustment transfer of Borrowing Authority Converted to Cash," to **line 1490**.

NOTE: The following changes were not discussed at the IRC Meeting. However, they will be published in USSGL Bulletin No. 2018-08:

1. Added USSGL account **426800**, "Interest Collected From Foreign Securities and Special Drawing Rights (SDR)," to **line 1051** (FY 2018 & 2019).
2. Added GTAS Fund Type Code attribute domain value "**EG**" to USSGL account **415100**, "Actual Capital Transfers to the General Fund of the U.S. Government, Current-Year Authority," and deleted Debit/Credit Indicator attribute domain value "**D**" from USSGL account **414600**, "Actual Capital Transfers to the General Fund of the U.S. Government, Current-Year Authority," on **line 1290** (FY 2018 & 2019).
3. Deleted Debit/Credit Indicator attribute domain value "**D**" from USSGL account **414300**, "Current-Year Decreases to Indefinite Borrowing Authority Realized," and USSGL account **414600** on **line 1490** (FY 2018 & 2019).
4. Added GTAS Fund Type Code attribute domain value "**ET**" to USSGL account **438200**, "Temporary Reduction – New Budget Authority," deleted Debit/Credit Indicator attribute domain value "**D**" from USSGL account **414600** and deleted Debit/Credit Indicator attribute domain value "**C**" from USSGL accounts **425200**, "Reimbursements and Other Income Earned – Collected," **425300**, "Prior-Year Unfilled Customer Orders With Advance - Refunds Paid," **425500**, "Expenditure Transfers from Trust Funds – Collected," **426100**, "Actual Collections of Business-Type Fees," **426200**, "Actual Collections of Loan Principal," **426500**, "Actual Collections From Sale of Foreclosed Property," **427100**, "Actual Program Fund Subsidy Collected," and **427700**, "Other Actual Collections – Federal" to **line 1890** (FY 2018 & 2019).
5. Deleted Debit/Credit Indicator attribute domain value "**D**" from USSGL accounts **488200**, "Upward Adjustments of Prior-Year Undelivered Orders - Obligations, Prepaid/Advanced," and **498200**, "Upward Adjustments of Prior-Year Delivered Orders - Obligations, Paid" from **line 2190** (FY 2018 & 2019).
6. Added Authority Type Code attribute domain value "**P**" to USSGL account **439701**, "Appropriations Temporarily Precluded From Obligation - Prior-Year," on **line 1051** (FY 2019).
7. Deleted USSGL accounts **439401**, "Receipts Unavailable for Obligation Upon Collection – Prior-Year Balances," and **439801**, "Offsetting Collections Temporarily Precluded From Obligation - Prior-Year Balances" (FY 2019).

David Surti (DHS) asked why line 1980 was needed, because it was similar to line 1051; the only difference is that line 1051 contains the USSGL accounts from old line 1000. **Carol Johnson (OMB)** explained this line was needed because of revised Note 26 in OMB Circular No. A-136. There is a possibility that line 1980 will be deleted in FY 2019.

Marlana presented changes and updates to *Part I, 2018 and Part II, 2019, Section V: Statement of Net Cost*. Note 22 was removed from Gross costs. **Chris** explained that Note 22 required agencies to break down public versus intragovernmental cost and revenues. This requirement has been removed from OMB Circular No. A-136, so agencies will no longer be required to submit this information with their financial statements. Federal and non-federal costs will still be tracked within GTAS; therefore, agencies will still be compliant with FASAB Standards. **Kim Brislin (DOI)** asked if there were any plans to remove this split from the Reclassified Statements; **Chris** responded that the split would still be required on the Reclassified Statements.

Michele presented *New Budgetary USSGL Accounts*; there are several proposed new USSGL accounts for FY 2019:

1. Proposed USSGL account **414201** will be used for Credit Reform Activity; this account will be reported on new **line 1424** and will close to USSGL account **420100**, "Total Actual Resources – Collected."
2. Proposed USSGL account **435400**, "Appropriation Withdrawn," will be reported on new **line 1037** and will close to USSGL account **420100**.
3. Proposed USSGL account **438500** will be for FY 2018 and FY 2019; this account will close to USSGL account **438400**, "Temporary Reduction/Cancellation Returned by Appropriation," and will be reported in the yearend ATM Module.
4. The deletion of USSGL accounts **439401** and **439801** are being proposed. Hence, it is proposed to remove "Current-Year" from the account title of USSGL account **439400**, "Receipts Unavailable for Obligation Upon Collection - Current-Year Authority," and USSGL account **439800**, "Offsetting Collections Temporarily Precluded From Obligation – Current-Year Balances."
5. Proposed USSGL account **439501**, "Authority Unavailable for Obligation Pursuant to Public Law - Temporary - Prior-Year Authority," will be reported on **line 1035** and will close to USSGL account **439500**, "Authority Unavailable for Obligation Pursuant to Public Law - Temporary - Current-Year Authority."

Teresa stated that **OMB** would be reaching out to agencies who have been using the "01" USSGL accounts incorrectly in the past; also, **OMB** would work with the GTAS Team to get an edit or validation in place to restrict the use of the "01" USSGL accounts.

Michele presented changes and updates to *Part I, 2018 and Part II, 2019, Section V: SF133 & Schedule P Report on Budget Execution and Budgetary Resources & Budget Program and Financing Schedule*. The following changes are effective FY 2018:

1. **Line 1036** was added; USSGL account **411601**, "Debt Forgiveness - Cancellation of Debt Adjustment," crosswalks to this line. In addition, USSGL account **438500** was added.
2. **Line 1038** was added; proposed USSGL account **438500** crosswalks to this line.
3. On **line 1101**, GTAS Fund Type Code attribute domain value "**EG**" was added to USSGL account **412600**.

The following changes are effective FY 2019:

1. Authority Type Code attribute domain value "**P/S**" was added to USSGL accounts **416600** and **416700**.
2. Authority Type Code attribute domain value "**P**" was added to USSGL account **439701**.
3. USSGL accounts **439401** and **439801** were deleted.
4. On **line 1020**, USSGL accounts **411601**, **435400** and **438500** were added. GTAS Fund Type Code attribute domain value "**EG**" was added to USSGL account **415700**. Authority Type Code attribute domain value "**S**" and GTAS Fund Type attribute domain value "**EP**" was added to USSGL account **416700**. USSGL account **439700**, "Appropriations, Borrowing Authority and Contract Authority Temporarily Precluded From Obligation - Current-Year Balances," was added with BEA Category Indicator Code attribute domain value "**D**" and GTAS Fund Type Code attribute domain value "**EG**."
5. USSGL account **439501** was added to line **1035**.
6. **Lines 1036, 1037, 1038, 1097, 1098, 1140, 1202 and 1424** were added.
7. Calculation lines **1050, 1099, 1260, 1900 and 1930** were revised.
8. On line **1080**, USSGL accounts **435400** and **438500** were added. Also, USSGL account **439700** with GTAS Fund Type Code attribute domain value "**EG**" was added.

9. On **line 1101**, GTAS Fund Type Code attribute domain value “**EG**” was added to USSGL account 412600.
10. **Line 1102** was added and several other line numbers were revised due to this.
11. USSGL accounts **416600** and **416700** were added to **lines 1810** and **1811**.
12. USSGL accounts **415700** and **439700** were added to **lines 5096, 5097** and **5098**.

Michele explained there may be additional changes to the SF 133/Schedule P crosswalk when the publish happens.

Chris said that all the ballot items had been covered; he asked if any USSGL Board Members had questions.

Robert Smalskas (GSA) said that he applauded **Treasury** and **OMB** for their efforts in reducing agency reporting burden. However, he felt there is an opportunity to further streamline the reporting burden by reducing GTAS Reporting Requirements from monthly to quarterly. **Robert** encouraged other agencies to speak out if they agreed. **Chris** explained that **Treasury** had a lot of discussion about this, but at this time, **Treasury** needed the 11 reporting periods. **Teresa** stated there would be times that **OMB** would need information more than quarterly due to the needs of the legislature.

Dan Adams (Fiscal Service) presented changes and updates to *Part I, 2018, and Part II, 2019, Section VII: Validations and Edits*. The following changes were made for FY 2018:

1. Revised the rules format and updated title, description and error message for **Validation 43**. **Validation 43E** was created to go along with **Validation 43**.
2. Added restriction for USSGL account **412600** with GTAS Fund Type Code attribute domain value “**EG**” for **Validation 69**.
3. Added a pass exception with USSGL account **411900**, “Other Appropriations Realized,” and 6 pass exceptions with USSGL account **412600** to **Validation 69E**.
4. Added pass exception with BEA Category Indicator attribute domain value “**M**” to **Validation 70E**.
5. Added 20 pass exceptions for **DOI** to **Validation 75E**.
6. Added pass exception for **TAS 075 X 5551** for **Validation 82E**.

The changes for FY 2019 are the same as above, plus the following:

1. Deleted USSGL account **439801** from **Validation 17E**.
2. Added USSGL accounts **139000, 299200, 309000, 309010, 439501, 573500** and **573600** to **Validation 37**.
3. Deleted USSGL accounts **439401** and **439801** from **Validation 44**.
4. Added Authority Type Code attribute domain values “**P/S**” for USSGL account **416600**, and deleted USSGL account **439401** and **439801** from **Edit 4**.
5. Deleted USSGL accounts **439401** and **439801** from **Edit 19** and **Edit 21**.
6. Added new USSGL accounts to **Edits 22, 23** and **24**.
7. Added new USSGL budgetary accounts to **Edit 69 – 73**.

Dan told agencies there is currently a problem with Validation 34. It is hoped that this will be fixed soon. In addition, beginning in FY 2019, Trading Partner Main Account Values will be required for every TAS. However, this will not be applied to Beginning Account Balance Lines. Edits 43 and 44 will become fatal in the next few periods and the SOC will probably be updated with more changes before the publish.

Michele presented changes and updates to *Schedule F: Budget Balance Sheet Crosswalk*. USSGL account 134200, “Interest Receivable – Investments,” was deleted from line 1104. Also, there were some changes to the verbiage in the footnotes. **NOTE:** This schedule is for Credit Reform Activity and not part of the published USSGL TFM.

Jeff Taberner (Fiscal Service) presented *Debt Forgiveness*. USSGL account 411601 was proposed from this guidance; the account was voted on and approved on the May 2018 ballot. The guidance was updated to incorporate a situation in which an agency did not receive an appropriation form when its language was looked at. If agencies have a situation similar to this, they should use the guidance and contact **Fiscal Service** and **OMB**. There is a validation in place to restrict the new account. **Jeff** thanked **OMB, DHS, FEMA** and **Fiscal Service** co-workers. **David** said that the scenario might need to be revised so that a gain is posted. **Jeff** said they could set up a meeting to discuss this.

MEETING ROUNDTABLE:

Chris told meeting attendees that the USSGL Advisory Team currently has several projects being developed or updated. The Economy Act Scenario, Revolving Fund Scenario, U.S. Debit Card Scenario and Imprest Fund Scenario are being updated; if agencies are interested in being on a working group for any of these projects, they should send **Chris** an email with their financial accounting contacts. In addition, the USSGL Advisory Team is working with **OMB** on Foreign Currency Fluctuation Transaction Codes.

Chris explained that normally there are no IRC Meetings between July and December. However, he wondered if agencies would be open to having a call-in only meeting in September (tentatively) to go over some of the guidance that is currently being worked on. No new USSGL TFM Supplement Guidance Changes would be discussed at this meeting. **Bruce Henshel (DOC)** said that he would be open to this idea; other agencies agreed.

Teresa wanted to highlight the proposal in OMB Circular No. A-11 for clearly identifying reimbursable versus direct and mandatory versus discretionary. **OMB** will continue to work on this and ask **Treasury** to put edits and validations in place to ensure there are self-balancing ATB Sub-Components for direct and reimbursable.

Valeria Spinner (OMB) asked agencies to look at the status of records in BDR 18-26. If records are in agency review, agencies need to update these records so that **Treasury** can issue the warrant.

Meeting Wrap-Up:

Chris concluded the meeting.

Attendees:

Andrew Morris, Bureau of the Fiscal Service

Brian Casto, Bureau of the Fiscal Service

Chris Beck, Bureau of the Fiscal Service

Jeff Taberner, Bureau of the Fiscal Service

Kathy Wages, Bureau of the Fiscal Service

Marlana White, Bureau of the Fiscal Service
Michele Crosco, Bureau of the Fiscal Service
Regina Epperly, Bureau of the Fiscal Service
Tia Harley, Bureau of the Fiscal Service
Brian Saunders, Department of Education
Webster Coleman, Department of Labor
Kawan Taylor, Department of the Treasury
Stephen Cotter, Department of the Treasury
Vicky Liu, Department of the Treasury
Vickie Massey, Federal Communications Commission
Robert Smalskas, General Services Administration
Teresa Tancre, Office of Management and Budget
Valeria Spinner, Office of Management and Budget
Deron Smallwood, Small Business Administration
Rachel Beasley, Small Business Administration

Agencies via Conference Call:

Bureau of the Fiscal Service
Department of Agriculture
Department of Commerce
Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of Housing and Urban Development
Department of Interior

Department of Justice

Department of Labor

Department of State

Department of Transportation

Department of the Treasury

Department of Veterans Affairs

General Services Administration

Library of Congress

Millennium Challenge Corporation

National Aeronautics and Space Administration

National Science Foundation

Nuclear Regulatory Commission

Office of Management and Budget

Railroad Retirement Board

Securities and Exchange Commission

Small Business Administration

Smithsonian Institution

U.S. Environmental Protection Agency

U.S. Patent and Trademark Office