

U.S. Standard General Ledger (USSGL)

Issues Resolution Committee (IRC) Meeting Minutes

February 19, 2025

LOCATION: Call in only

TIME: 9:30 a.m. to 11:30 a.m.

HANDOUTS:

- Summary of Changes
- Proposed Proprietary USSGL Revisions
- Proposed Non-Expenditure Transfer Additions & Revisions
- Proposed Budgetary USSGL Additions & Revisions
- Part 1 & 2, Section III, FY 2025 & 2026: Budgetary Transaction Codes
- Part 1 & 2, Section IV, FY 2025 & 2026: Attribute Table
- Part 1 & 2, Section V, FY 2025 & 2026, SF133 & Schedule P Report on Budget Execution and Budgetary Resources & Budget Program and Financing Schedule
- Part 1 & 2, Section V, FY 2025 & 2026: Statement of Budgetary Resources
- Part 1 & 2, Section VI, FY 2025 & 2026: Reclassified Statement of Net Cost
- Part 1 & 2, Section VII, FY 2025 & 2026: Validations Summary, Validations Detail, Edits Detail, Edits Summary, and Edits Closing
- USSGL Draft Voting Ballot #25-01
- USSGL Projects
- Federal Accounting Standards Advisory Board (FASAB) Update

All handouts can be found at <https://fiscal.treasury.gov/ussgl/resources-meeting.html>

GENERAL ITEMS:

Josh Hudkins (Fiscal Service) welcomed everyone to the IRC Meeting and asked everyone to note their attendance in the meeting chat. Josh also said to make sure each agency is working through their USSGL Board Member when submitting questions to the USSGL team.

AGENDA ITEMS:

Brian Casto (Fiscal Service) presented *SFFAS 59 Accounting and Reporting of Government Land Discussion*. Brian mentioned that SFFAS 59 will be presented at the February FASAB board meeting. Brian mentioned Fiscal Service is planning to assist agencies with the implementation of the standard. Agencies are already two years in now to the 3-year transitional period of SFFAS 59. Agencies have been disclosing estimated land acreage by category in the last 2 AFR cycles, as Required Supplemental Information (RSI). Beginning on October 1, 2025 (FY26) Land and Permanent Land Rights will be de-recognized from the Balance Sheet and acreage will be moved from RSI to a basic disclosure. Temporary Land Rights and certain land improvements that are operational and require routine maintenance will remain on the Balance Sheet as Property Plant & Equipment. Currently there are active USSGL accounts **171100** "Land and Land Rights" and **171200** "Improvements to Land". He mentioned the team first wants to hear from agencies and collect feedback on your activities, your dollar balances, before proposing any USSGL account changes. Ultimately, there is a need to have the most appropriate USSGL homes to

capture Temporary Land Rights and Improvements to Land but of course don't want to reinvent the wheel on USSGL accounts for Land. The USSGL team sent out a survey last week to voting board members and we are asking for responses back by Wednesday, March 19th. If your agency needs more time to coordinate, or have questions, please communicate with us and let us know.

Brian Casto (Fiscal Service) presented *USSGL account 254000* for an Account Title and Definition update to "Participation and Payment Certificates" on the USSGL Ballot. One federal agency has a liability for Payment Certificates, in which the agency pays specific claims to a lender for the original, defaulted loan repayments, which were guaranteed. These Payment certificates are backed by the full faith and credit of the U.S. Government, and they're considered Federal Debt per FASAB guidance, SFFAS 5 and OMB Circular No. A-136 guidance. This proposed change will allow both participation and payment certificates to crosswalk to the "Federal Debt and Interest Payable" Balance Sheet line rather than "Other Liabilities" line. We want to be clear here we are not altering the current reporting of Participation Certificates, we are just expanding the use of this USSGL account to also include payment certificates. This proposed change would be effective FY25, if approved by the USSGL Board. Please refer to the handout for a full list of all the additions and modifications.

Terence Caldwell (Fiscal Service) presented *USSGL account 267000* the revision for "Actuarial Liabilities for Treasury and Department of Labor-Managed Benefit Programs". Terence mentioned this was to expand the usage to include the Department of Labor's Energy Employees Occupational Illnesses Compensation Fund. This revision will be voted on via ballot #25-01 and the changes will be effective for fiscal year 2025.

Josh Hudkins (Fiscal Service) presented *Part II, Sec 1 & II Budgetary Non-Expenditure Transfer Related Revisions*. Please refer to the handout for a full list of all the additions and modifications. Josh mentioned we are going to renew a conversation that was started at November IRC and then via email to the USSGL Board members on February 7th. The topic is 5 new USSGL accounts and 5 slightly modified USSGL accounts for different types of transfers, and to create a differentiation based off "no offset" or "with offset". Josh said he appreciated the six or seven agencies that have commented or provided questions so far. He realizes that all your questions have not fully been addressed yet, but it's not fallen off the radar. He mentioned the USSGL team will obviously need OMB's voice to be part of the conversation too since we are only talking budgetary transfer USSGL accounts.

The idea in November was to have this on the ballot for this IRC meeting, but the project has been delayed and we want to fully ensure this makes sense before putting it on a ballot. All the USSGL accounts that end in 00 are the current USSGL accounts that already exist but are proposed to be modified to say "No offset" in the account title. In the definition, we are adding the language saying, "where the account is not offset by an unpaid obligation or and undelivered prepaid/advanced obligation and remains unobligated". All the new USSGL accounts will end with a 10. The title for these will have "with offset", meaning there is an accompanying unpaid obligation or advance/undelivered on the books. The plan, if we can get all of us on the same page, would be to put this on the April IRC ballot or the May USSGL Board meeting and to vote with an effective date of FY26. Josh and the team realize that this will bring transaction code changes and additions to the NET scenario. The USSGL team will be working to update those as well. Josh then turned it over to OMB to further clarify anything or provide additional context.

Teresa Tancre (OMB) mentioned that we are trying to ensure that the scenario that was put together is addressing all possibilities. She mentioned that once the scenario has been finalized OMB will need to work with the BAAS group at Fiscal Service to review non-expenditure transfers and determine which USSGL accounts need to be included in the Appendix for correct reporting in the CARS module and GTAS. She did mention there were a couple situations that came up recently and thinks there needs to be a distinction between "with an offset" and "without an offset". Teresa mentioned she is questioning the changes to USSGL account **419900** "Transfer of Expired Expenditure Transfers – Receivable No Offset" but she is not sure if any agency has used that USSGL or how often

it is used. She also said she is questioning USSGL account **423300** “Reimbursements Earned-Receivable-Transferred-No Offset” because if you have a receivable, you should have already had an obligation.

Heather Six (Fiscal Service) presented *Part I & II, Sec 1 & II Budgetary Revisions*. Heather first discussed the revisions to USSGL accounts that will be voted on and effective FY25. She then went on to discuss the proposed USSGL account additions that will be voted on and effective for FY26. Lastly, Heather touched on the FY26 proposed USSGL account revisions. All these will be voted on via ballot #25-01. Please refer to the handout for a full list of all the additions and modifications. Heather asked agencies to please review the handouts and reach out to USSGL and OMB with any questions before voting.

Terrance Alfred (NASA) asked if these USSGL account changes had already been voted on.

Heather Six (Fiscal Service) confirmed these will be voted on with the current ballot.

Teresa Tancre (OMB) wanted to clarify that the reason we had to go back to agencies on USSGL accounts **480110** “Reinstated Undelivered Orders - Obligations, Unpaid” and **490110** “Reinstated Delivered Orders - Obligations, Unpaid” is because there was an agency using these USSGL accounts for a budget object class code other than 41 for grants and compact agreements. Teresa also wanted to provide clarification that USSGL account **439440** “Appropriations Derived from Future Trust Fund Receipts” is being added for a Department of Transportation specific situation.

Jessica Davis (NASA) asked for clarification on what a non-cash refund is in USSGL account **497210** “Downward Adjustments of Prior-Year Paid Delivered Orders - Obligations, Non-cash Refunds”.

Teresa Tancre (OMB) she said what is happening for this scenario is when an agency reclassifies USSGL account **480200** “Undelivered Orders - Obligations, Prepaid/Advanced” to **490200** “Delivered Orders - Obligations, Paid” in a prior year no cash goes out the door. Then in a subsequent year they realize not all that was reported as delivered was delivered but there is still an outstanding advance. This provides a means to put the advance back in USSGL account **480200** without booking another obligation.

Regina Epperly (Fiscal Service) presented *Part I & II, Sec III Budgetary Transaction Codes*. Please refer to the handout for a list of all the changes and reach out with questions.

Regina Epperly (Fiscal Service) presented *Part I & II, Sec IV Attribute Table*. For a full listing of all the changes, please refer to the handouts and reach out with questions.

Regina Epperly (Fiscal Service) presented *Part I & II, Section V: SF-133 & Schedule P Report of Budget Execution and Budgetary Resources & Budget Program and Financing Schedule changes*. **Regina** said please refer to the handouts and feel free to reach out with any questions.

Heather Six (Fiscal Service) presented *Part I & II Section V: Statement of Budgetary Resources*. Heather said for a full listing of all the various changes, please refer to the handout and reach out with any questions.

Terence Caldwell (Fiscal Service) presented *Part I & II Section VI: Reclassified Statement of Net Cost*. All the changes made to the Reclassified Statement of Net Cost (RSNC) for Part 1 and Part 2 were to be compliant with the OMB Circular No. A-136. The biggest change on the RSNC was to separately state “Gains/losses from changes in actuarial assumptions” line by moving it from line 4 to line 14. This caused all subsequent lines to be renumbered as well as the calculations being revised. Lines 6,7,11 and 12 the term “Federal” was revised to “Intragovernmental” to remain consistent with OMB Circular No. A-136. Lines 8 and 13 “Department total” was revised to “Total reclassified” to remain consistent with OMB Circular No. A-136. Please refer to the handouts for a full listing of details.

Teresa Tancre (OMB) asked if the changes that were being shown were actual titles or lines in the OMB Circular No. A-136 that were distributed and already published. She said Fiscal Service should not make changes to a crosswalk until there is a published OMB Circular No. A-136.

Terence Caldwell (Fiscal Service) confirmed that these changes were in the previously published OMB Circular No. A-136 but there was a lag time in getting the updates into the GTAS crosswalks and that Fiscal Service has been in sync with OMB on these changes.

Dan Adams (Fiscal Service) presented *Parts I & II, Section VII: Edits and Validations*. Dan discussed all the changes to Section VII. Please refer to the SOC and the individual handouts for details and reach out with any questions.

Josh Hudkins (Fiscal Service) presented *USSGL Ballot 25-01*. Josh mentioned he didn't plan on going into too much detail because all the changes and additions have already been presented and was mostly going to talk logistics. But he briefly touched on the below items:

- He discussed the two proprietary FY25 changes on the two different liability accounts that are to provide clarification in the title and definition. He mentioned we've worked with some of the contacts at EXIM, Department of Labor, and Department of Treasury so these changes shouldn't be a surprise and in fact do make things clearer for the agencies using these.
- There is a slight change to the **416500** "Allocations of Authority - Anticipated Transfers From Invested Balances - Current-Year" budgetary USSGL account for FY25 to further clarify that the normal balance is a debit, but in some cases, it is acceptable to have a credit balance.
- There are minor updates for FY25 to USSGL accounts **480110** and **490110** to further clarify that these "reinstated" USSGL accounts are to be used for grants and compact agreements recorded against BOC 41.
- For FY 26 we have the addition of USSGL account **439440** "Appropriations Derived from Future Trust Fund Receipts". This is a necessary addition for a Dept of Transportation outlier situation.
- And next we have a FY 26 addition of USSGL account **480210** "Reinstated Undelivered Orders - Obligations, Prepaid/Advanced" which is also only to be recorded against BOC 41.
- Last, we have an additional downward adjustment USSGL account **497210** which is needed to provide a mechanism for agencies to record a downward adjustment to a prior year delivered order with a noncash refund.
- Along with that we do have a FY 26 modification of USSGL account **439400** "Receipts Unavailable for Obligation Upon Collection" to add further clarification in the definition that it is used to record an amount of trust or special fund receipts deposited in available trust or special fund receipt accounts and recorded in USSGL account **411400** "Appropriated Receipts Derived From Available Trust or Special Fund Receipts".

Josh said later this afternoon all USSGL Board members will receive a survey monkey link to vote on the ballot items. You will have 7 days to vote yes or no on everything. There will also be an option to vote via a fillable PDF and email it to the USSGL team. Ballots are due by noon on February 26th and he will send at least one reminder after my original email. If there is confusion or questions on anything on the ballot, please reach out and ask before voting no. If it still doesn't make sense to you and you feel no other option but to vote no, then he asks that you at least provide a detailed explanation as to why you are voting no. He also stated that as the USSGL board rep, it is part of your duty as Board Member to vote. He knows most folks do and he appreciates that, but if you have not

been voting or do not plan to this time either, then it's time to have the discussion about finding an active board member. Thanks for all you do, and I will email you the ballots this afternoon.

Josh Hudkins (Fiscal Service) presented *USSGL Projects*. Josh listed out 9 scenarios that are under consideration to be worked on. Most of them are only ideas at this point and none of this has made it to a "green light" on our work list. Some of these are brand new scenarios under consideration, some are addendums or additions to current scenarios where there is potential for updates, and some are just outdated scenarios that may not necessarily contain false or inaccurate info but need modernized. He mentioned the team has been tied down with other priorities and haven't fully figured out what scenarios we are going to be focusing on. Now is a good time to provide input on what you'd be interested in seeing. On work groups and projects, Josh went down through and provided a little context on each one. The custodial group is a joint effort between our USSGL team and our Intragovernmental Transactions and Reconciliations branch where we work on issues that two agencies may be having in properly reciprocating on custodial collections. This is typically an internal group, but we do pull in agencies on an as needed basis. The BAR Working group is a group is led by our Consolidated Financial Reports Branch. The external portion of the working group has been paused right now as we work through some internal stuff with trying to get a BAR crosswalk accurately built into GTAS. Stay tuned for further info as discussions are ongoing. The GTAS reporting tool is an effort to transition GTAS to the cloud, Fiscal Service has created a working group to analyze reporting tool replacement alternatives. The working group will focus on report presentation impact and obtain feedback from the Government wide GTAS users for future report solutions as we explore reporting tool alternatives. Josh believes that this has also been announced at CRT calls and the invite will be going out soon to those interested. As far as the invites, you need to please work through your USSGL Board representative, and they can send Josh an email if additional attendees are needed. The team wants just a few key GTAS experts from each agency on there so that we can make a streamlined and efficient effort to get the ball rolling. CIHO/FHOT is a DoD led effort here that we continue to participate in. Josh also touched on the Program Activity Reporting Key (PARK) and said OMB, Fiscal Service and Financial Reports Division (FRB) are working to implement the new data attribute to enhance USA Spending, OMB program activity reporting and provide valuable data to FRB. Lastly, Josh wanted to give a quick plug on a potential USSGL training document that should be coming soon. He mentioned the USSGL team is very small, and they just do not have an adequate number of staff right now to provide training. Even though the USSGL team normally goes to GFMC and other Government wide conferences from time to time and does a little session, but as far as an agency reaching out on an ad hoc basis and wanting a training, the USSGL team does not have enough staff. He mentioned the need to have a document that can be somewhat of a replacement for an actual training. A lot of the stuff in the document may be very 101 level to some of the folks that are very well-versed in USSGL accounts and posting logic. This document is more geared towards a newer person to Federal accounting. The document is mostly ready but does need to go through a few more reviews before being published. The document will be published out on the web and Josh will email the IRC attendees to let everybody know. Josh then finished up with upcoming important dates. For full details please see the handouts.

Sherry Lee (FASAB) presented *Federal Accounting Standards and Advisory Board Update*. Sherry mentioned that her presentation was for discussion purposes only. She mentioned David Vaudt is a new member to FASAB and began his five-year term on January 27, 2025. She mentioned the Board is meeting every other month and presented a list of agenda items for the February meeting. Sherry also went through a list of FASAB trainings. She then stated that the FASAB annual update is scheduled for May 15th with more details to come. Sherry touched on how agencies can submit technical inquires to FASAB. For full details, please see the handouts and reach out with any questions.

Melissa Stanley (DOT) wanted confirmation on slide six of the presentation where FASAB mentioned commitments, that they are referring to money set aside not yet obligated.

Sherry Lee (FASAB) stated her definition of commitments did not relate to budgetary accounting, but her definition is an agreement for a federal entity and another entity to enter future transactions or a promise to pay in common language.

Terrance Alfred (NASA) asked for the status update from FASAB for the SFFAS 59 Land Audit that GAO was working on.

Sherry Lee (FASAB) mentioned that there would be an update at the February FASAB board meeting by GAO and referred to **Brian Casto's (Fiscal Service)** previous agenda item. Sherry said she could not really speak on what GAO intends to do.

Questions asked in the chat:

Erica Farrish (HUD) asked if there is a crosswalk for the BAR.

Michael Conley (Fiscal Service) said to email Chase.Porter@fiscal.treasury.gov for a copy and **Terence Caldwell (Fiscal Service)** provided a link in the chat.

Colin Humphrey (USDA) asked if Treasury would be sending out example/scenarios illustrating the intent for the new USSGL budgetary accounts and how they will be used.

Joshua Hudkins (Fiscal Service) said Fiscal Service would work with OMB to put together some transaction codes and examples, but a full scenario would take longer.

Georgia Weindling (DHS) suggested that acronyms in the agenda be spelled out.

Joshua Hudkins (Fiscal Service) said this is “Cash in Investments Held Outside of Treasury” and “Funds Held Outside of Treasury”.

Terrance Alfred (NASA) asked if the IAA transactions scenario would be updated.

Joshua Hudkins (Fiscal Service) said the USSGL team had not discussed the IAA transactions but that it would be put on their radar.

Cynthia Simpson (DOL) asked what the May 15th date was for on the FASAB update.

Sherry Lee (FASAB) stated this is the FASAB annual update.

MEETING ROUNDTABLE:

Meeting Wrap-Up:

Josh Hudkins (Fiscal Service) concluded the meeting.

Agencies via Conference Call:

AmeriCorps
CFTC
Department of State
DHS HQ
DOC
DOD
DOD OSD DCFO
DOE
DOI
DOL
DOS
DOT
Education
EPA
EXIM
Farm Credit System Insurance Corporation
Farm Production and Conservation Business Center/USDA
FASAB
FCSIC
Federal Judiciary
FERC
FSU
GAO
Ginnie Mae
HHS
IBC
ICE
MCC
NARA
NASA
NCUA
NLRB
NRC
NSA
NSF
OCC
Patent and Trademark Office
PBGC
RRB
SBA
SEC

Treasury
USACE
USAGM
USAID
USCG
USDA
USDA FNS
USDA Rural Development
USDA-FPAC BC
VA