

SECTION 35—REPORTING AND ESTIMATING

Table of Contents

Responsibilities in Reporting

- 35.1 Who reviews the status of over-expended or over-obligated accounts?
 35.2 How do I develop past year estimates?
 34.3 How do I develop current year estimates?
 35.4 How do I report transfers between accounts?

Estimating Collections and Outlays

- 35.5 How do I estimate collections?
 35.6 How do I estimate outlays?
 35.7 Do outlay rates for presidential policy and baseline have to be consistent?

35.1 Who reviews the status of over-expended or over-obligated accounts?

The primary responsibility for reviewing the status of accounts rests with the agency managing the appropriation or fund account. The reports required by the Department of the Treasury form the basis for compiling and publishing data on *over-expended* or *over-obligated* appropriations or fund accounts resulting from agency operations that may be in violation of the Antideficiency Act ([31 U.S.C. 1341](#)). Disposition of over-expended or over-obligated amounts is the sole responsibility of the agency managing the appropriation or fund.

35.2 How do I develop past year estimates?

Obligations for the past year must have firm accounting support and be consistent with laws, regulations, and any reports made to Congress ([31 U.S.C. 3512\(b\)\(4\)](#)). Agency budget officers must ensure that past year amounts agree with the corresponding amounts reported in:

- the year-end SF 133 Report on Budget Execution and Budgetary Resources (used to monitor SF 132 Apportionments and other apportionments, and the primary source of the audited Statement of Budgetary Resources) and
- the Department of the Treasury's FMS 2108 Year-end Closing Statement (one of the primary sources for the Treasury Combined Statement).

Agency budget and accounting offices should review and reconcile differences in data, to the extent possible, prior to reporting year-end data to the Department of the Treasury and to OMB and should pay particular attention to resolving differences in past year outlays and receipts. Section [51.1\(b\)](#) describes the certification of obligations required by [31 U.S.C. 1108\(c\)](#). Sections [82.18](#) through [82.24](#) contain requirements related to reporting past year amounts in the program and financing schedule. Section [130.15](#) contains requirements related to reporting past year amounts in the SF 133 Report on Execution and Budgetary Resources.

Past year FTE data must be consistent with data reported to the Office of Personnel Management (OPM). Actual FTE usage reported in the past year column of the budget should equal year-end FTE usage reported on the SF 113G to OPM (see section [32.3](#)).

35.3 How do I develop current year estimates?

You should estimate the current year's transactions as accurately as possible within the limits of funds presently available or expected to become available during the year.

35.4 How do I report transfers between accounts?

Section [20.4\(j\)](#) describes the various types of transfers between accounts. Responsibilities of the paying or administering agency and the receiving agencies or accounts for estimating and reporting charges and credits between accounts are discussed below.

(a) *Where allocations are used.*

The agency administering the parent account will compile and submit all necessary material, obtaining whatever information it needs for this purpose from the receiving agencies except FTEs funded by allocations will be reported in the receiving account (see sections [71.6](#), [82.15](#), [83.17](#), and [86.1](#)).

(b) *Where payments are made to other appropriations, to revolving funds, to management funds, and to trust funds (expenditure transfers).*

The paying agency will include obligations in the amount of the payment in its schedules. The receiving agency will report such amounts as spending authority from offsetting collections.

(c) *Adjustments of appropriations and balances (non-expenditure transfers).*

Where there are authorized transfers between accounts that represent adjustments in the amounts appropriated or in balances previously appropriated, both the paying and receiving agencies are responsible for ensuring that the amounts are identical in the schedules of both the losing and gaining accounts.

35.5 How do I estimate collections?

Make your estimates of collections consistent with economic assumptions provided by OMB. Include amounts to be received under proposed legislation, separately identified, as well as under existing legislation. Base your estimates of collections resulting from charges for government services and property on the policies included in OMB Circulars No. A-25, A-45, and A-130, as applicable.

For *offsetting and governmental receipts*, report amounts that include all collections credited to your receipt accounts and exclude collections credited to receipt accounts of other agencies (except amounts credited to certain Treasury Department accounts, as explained in section [51.11](#)). Report receipts on the basis of collections credited to receipt accounts during the year, plus or minus adjustments. For indefinite appropriations of receipts, be sure that the budget authority estimate equals the amount of estimated collections, except where amounts are precluded from obligation by provisions of law, such as a limitation on obligations or a benefit formula.

Report amounts for investment receipt accounts in accordance with the instructions in section [20.12](#). Report earned discounts, sales premiums, and purchase premiums to the interest receipt account (usually, suffix .20).

35.6 How do I estimate outlays?

You have primary responsibility for accurate outlay estimation. Take full account of time lags between the incurring of obligations and the receipt of, and payment for, goods and services. Take into consideration the viability of obligations (that is, the likelihood that unliquidated obligations will have to be paid) and make realistic estimates of outlays. Outlays are directly involved in determining the size of the surplus or deficit and thus in determining overall budget policy. Further, outlay estimation has taken on increasing importance under the Budget Enforcement Act. Outlay estimates should represent the best estimate for a given level of program activity. See section [135](#) for budget execution procedures related to monitoring Federal outlays.

35.7 Do outlay rates for presidential policy and baseline have to be consistent?

Outlay rates (i.e., the amount of outlays from new budgetary resources made available in that year compared to the amount of such new budgetary resources, expressed as a percentage) for presidential policy and baseline estimates should be generally consistent for each budget account. Outlays from prior year balances for presidential policy and baseline estimates should be the same, except where policy proposals restrict or accelerate spending from balances.

If outlay rates differ between presidential policy and baseline estimates (e.g., due to a shift in programs within an account), be prepared to explain the differences.