

## SECTION 25—SUMMARY OF REQUIREMENTS

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**Summary of Changes**

Consolidates requirements previously included in four separate sections (old sections 25, 27, 50 and 70).

**25.1 Does Part 2 apply to me?**

By law ([31 U.S.C. 1104](#)), the President's budget must include information on all agencies of all three branches of the Federal government. Therefore, the instructions in Part 2 generally apply to all government agencies. In addition, these instructions apply to the District of Columbia, which must submit information in support of Federal payments to the District. OMB includes the information submitted by certain agencies in the budget without change (see below). In addition, Government-sponsored enterprises (GSEs) submit some of the information required of Government agencies on a comparable basis, and OMB includes it in the budget for information purposes (see section [25.6](#)).

If your agency appears in the following list, it isn't subject to executive branch review by law or custom. That means that the requirements for the initial submission (see section [25.5](#)) don't apply to you. However, you do need to submit the information required for inclusion in the budget database and documents (see section [25.6](#)), which OMB includes in the budget without revision.

- Legislative Branch agencies.
- Judicial Branch agencies.
- Executive Branch agencies, as follows:
  - ▶ Milk Market Assessment Fund, USDA.
  - ▶ International Trade Commission.
  - ▶ Board of Governors of the Federal Reserve System.
- Government-sponsored enterprises, as follows:
  - ▶ Student Loan Marketing Association.
  - ▶ Federal National Mortgage Association.
  - ▶ Federal Home Loan Mortgage Corporation.
  - ▶ Banks for cooperatives.
  - ▶ Agriculture credit banks.

- ▶ Farm credit banks.
- ▶ Federal Agricultural Mortgage Corporation.
- ▶ Federal home loan banks.
- ▶ Financing Corporation.
- ▶ Resolution Funding Corporation.

Contact your OMB representative if you have questions about the applicability of these instructions.

### 25.2 How do I get an exception from the requirements in Part 2?

For the sake of comparability among the budget data and presentations, OMB doesn't grant many exceptions to the specific requirements in this Part. However, if you believe special circumstances warrant an exception in your case, submit a written request detailing the circumstances and the specific exception needed to your OMB representative by August 1. If OMB approves the exception, it is valid only for one budget.

### 25.3 For what items do I need advance approval?

You must get advance approval from your OMB representative for the items shown in the table below. See the cited section for specific guidance.

| Item   | See section...                   | Timing  |
|--|----------------------------------|---|
| (1) Form and content of justification materials.   | <a href="#">51.2</a>             | Prior to initial submission.  |
| (2) Program activity structure in the program and financing schedule.                                    | <a href="#">82.2</a>             | By October 1.   |
| (3) Changes in functional classifications.   | <a href="#">71.4, 79.1, 79.3</a> | By October 1.   |
| (4) Changes in receipt account classification.   | <a href="#">71.4, 79.1, 79.3</a> | By October 1.   |
| (5) Changes in budget account structure (new accounts, merged accounts, changes in account titles, etc.) | <a href="#">71.4, 79.1, 79.3</a> | Prior to October 1, or as soon as possible thereafter for changes dependent on congressional action or other circumstances beyond agency control. |

### 25.4 When do I submit information to OMB?

You generally submit information in two stages, although your OMB representative will work with you to determine specific timing requirements:

- (1) *As part of your initial budget submission.* This stage includes the information and materials supporting your budget request you normally submit to OMB in September, at the beginning of the OMB Presidential decision-making process.
- (2) *After passback.* Usually beginning in late November, this stage includes MAX computer data, print materials, and additional information used to prepare the budget documents and supporting database. Also, you may need to revise and resubmit some materials included in the initial submission to reflect the effects of final decisions.

Executive branch agencies subject to executive branch review (see [section 25.1](#)) and the District of Columbia must provide their budget justifications and other initial submission materials to OMB by September 9<sup>th</sup>. Agencies that are not subject to Executive Branch review (see [section 25.1](#)) do not make initial submissions.

Your OMB representative will provide deadlines for the materials required after passback. Agencies that are not subject to Executive Branch review need to submit information for inclusion in the budget documents and the budget database.

In the following sections, we tell you more about each stage, including the timing of submissions, the items required, the criteria for determining whether the item applies to your agency, and where to find more detailed guidance on the item.

**25.5 What do I include in the initial submission?**

You should include the budget justification and other materials described below in Table 1. This applies to all agencies (except as noted in [section 25.1](#)).

In addition, if the criterion listed in the first column of Table 2 applies to you, include the information described in the second column.

The right-hand column of both tables tells you where to find more detailed guidance on the requirement. In addition to the information specified in the tables, your OMB representative may require you to include other materials in your initial submission (for example, information about your budget request by account and by Budget Enforcement Act category).

**TABLE 1: CONTENTS OF INITIAL SUBMISSION—ALL AGENCIES<sup>1</sup>**

| Include these items...          | See section...             |
|---------------------------------|----------------------------|
| Summary and highlight statement | <a href="#">51.1</a>       |
| Justification materials         | <a href="#">51.2-51.11</a> |

<sup>1</sup>Excluding agencies not subject to Executive Branch review (see [section 25.1](#)).

**TABLE 2: CONTENTS OF INITIAL SUBMISSION—CERTAIN AGENCIES<sup>1</sup>**

| If your agency...                                  | Then include this...  | See section..      |
|--|---|--------------------|
| Is covered by the Chief Financial Officers Act     | <ul style="list-style-type: none"> <li>Financial management budget justification; and</li> <li>Report on resources for financial management activities <sup>2</sup></li> <li>Report on material weaknesses and nonconformances</li> </ul> | <a href="#">52</a> |
| Is not covered by the Chief Financial Officers Act | <ul style="list-style-type: none"> <li>Brief summary of your financial management plan</li> </ul>   |                    |

TABLE 2: CONTENTS OF INITIAL SUBMISSION—CERTAIN AGENCIES<sup>1</sup>

| If your agency...   | Then include this...  | See section..                |
|---|---|------------------------------|
|   | <ul style="list-style-type: none"> <li>Report on material weaknesses and nonconformances</li> </ul> |                              |
| Has motor vehicles  | Motor vehicle fleet report  | <a href="#">33.9</a>         |
| Is requesting IT funding via a Capital Asset Plan or has budget authority of \$500,000 or more for financial management systems | Report on information technology <sup>2</sup>   | <a href="#">53</a>           |
| Has credit liquidating accounts with unobligated balances that carry over into the current year                                 | Justification of unobligated balances in liquidating accounts                                       | <a href="#">51.12, 185.3</a> |
| Has geospatial data acquisitions greater than \$1 million   | Information on geospatial data acquisitions   | <a href="#">51.13</a>        |
| Controls its federally-owned building space or directly pays the utilities on its leased space                                  | Information on funds for energy efficiency management   | <a href="#">55</a>           |
| Operates a Federal fleet of 20 or more light duty motor vehicles  | Information on funds for transportation efficiency management                                       | <a href="#">55</a>           |
| Has budget authority or outlays for drug programs greater than \$500,000 in any year  | Information on drug control programs <sup>2</sup>   | <a href="#">56</a>           |
| Is listed in exhibit 57B  | Information on erroneous payments   | <a href="#">57</a>           |
| Has overseas employees under Chief of Mission authority   | Information on overseas staffing  | <a href="#">58</a>           |
| Is subject to GPRA requirements   | Initial annual performance plan   | <a href="#">Part 6</a>       |
| Has major capital acquisitions  | Capital asset plan and business case <sup>2</sup>   | <a href="#">300</a>          |
| Has financial or physical assets  | Information on asset management   | <a href="#">800</a>          |

<sup>1</sup> Excluding agencies not subject to Executive Branch review (see section [25.1](#)).

<sup>2</sup> If final decisions require changes to this information, revised materials must be submitted (see section [100.1](#)).

## 25.6 What do I submit after passback?

### (a) Overview.

After the President has considered the estimates and made his decisions, you will be notified. You submit three types of information after passback, as explained in more detail in the following sections:

- *MAX computer data*, submitted through the MAX budget data system (see sections 79-86).
- *Print materials*, which OMB uses to prepare parts of the budget *Appendix* (see sections 95-97).
- *Additional information*, which OMB uses for analytical and other special purposes (see section 100).

If the decisions affect other budget accounts (such as the amount of transfers), you need to coordinate these changes with whomever is responsible for the budget submission of those other accounts.

When you are informed of the President’s decisions, your agency head will determine the best and most appropriate distribution of amounts that have been left flexible.

This Circular does not address the process by which you appeal passback decisions. We issue separate guidance on the appeals process at the time of passback.

(b) *Timing.*

Passback usually occurs around the end of November. At that time, your OMB representative will give you deadlines for providing the information described below. These deadlines are based on the very tight schedule that OMB must maintain in order to transmit the budget on time. In order to meet the deadlines, you must begin providing the required information based on passback decisions. Don’t wait until you’ve resolved appeals. Appeals generally affect very little of the information you submit, and you will have an opportunity to change the information as necessary to reflect the appeal resolution. Unless your OMB representative agrees, don’t submit information that assumes an appeal resolution different from passback. When an appeal results in changes to passback decisions, the changes often differ from the agency proposal.

(c) *MAX computer data.*

You must submit the MAX computer data described below in the Table 3 for each applicable budget account. In addition, if the criterion listed in the first column of Table 4 applies to you, submit the data described in the second column for each applicable budget account. In both tables, we indicate the MAX data section or sections involved and tell you where to find guidance on the requirement.

**TABLE 3: MAX COMPUTER DATA—ALL AGENCIES \***

| <b>Submit for each applicable account...</b>   | <b>MAX data schedule..</b> | <b>See section..</b> |
|--|----------------------------|----------------------|
| Estimates of budget authority and outlays  | A, S                       | <a href="#">81</a>   |
| Program and financing schedules  | P                          | <a href="#">82</a>   |
| Object classification schedules  | O                          | <a href="#">83</a>   |
| Personnel summary  | Q                          | <a href="#">86.1</a> |
| Character classification data, including R&D data (such as, crosscuts, technology transfers) | C                          | <a href="#">84</a>   |

\* Including agencies not subject to Executive Branch review. Federal Reserve Board submits data for sections A, P, and O only. Nothing in this table applies to GSEs.

**TABLE 4: MAX COMPUTER DATA—CERTAIN AGENCIES <sup>1,2</sup>**

| <b>If your agency has...</b>   | <b>Then submit this for each applicable budget account...</b> | <b>Which is MAX data schedule...</b> | <b>See section...</b> |
|--|---|--------------------------------------|-----------------------|
| Receipt accounts   | Receipt estimates   | K and R                              | <a href="#">81</a>    |
| Credit liquidating or financing accounts; or non-credit revolving funds that | Statement of operation and balance sheet                      | E and F                              | <a href="#">86.2</a>  |

TABLE 4: MAX COMPUTER DATA—CERTAIN AGENCIES <sup>1,2</sup>

| If your agency has...   | Then submit this for each applicable budget account... | Which is MAX data schedule... | See section...       |
|---|--|-------------------------------|----------------------|
| conduct business-type activities (as determined by OMB), including GSE's. |  |                               |                      |
| Appropriations language requests for the budget year                      | Budget year appropriations requests in thousands       | T                             | <a href="#">86.4</a> |
| Major trust funds and certain other accounts (as determined by OMB)       | Status of funds  | J                             | <a href="#">86.5</a> |
| Unavailable special or trust fund receipts or offsetting collections      | Data on unavailable collections                        | N                             | <a href="#">86.6</a> |
| Contract authority  | Status of contract authority                           | I                             | <a href="#">86.7</a> |
| Credit programs   | Federal credit data                                    | G, H, U, and Y                | <a href="#">185</a>  |

<sup>1</sup> Including agencies not subject to Executive Branch review. GSEs submit data for schedules E, F, G, H only. Nothing in this table applies to the Federal Reserve Board.

<sup>2</sup> DOD-Military submits budget plan (MAX schedule D), see section [86.3](#).

(d) *Print materials.*

Print materials include these items printed in the *Budget Appendix*:

- *Appropriations language.* You must submit language for each account for which appropriations or limitation language was enacted in the CY or is proposed in the CY or BY, including supplemental appropriations requests. You must also submit any general provisions that pertain to you (see section 96).
- *Narrative statements, footnotes, and tables.* You must provide a narrative statement for each account with activity in the current or budget year, and separate statements for supplemental requests, rescission proposals, and items proposed for later transmittal. You may be required to provide tables and footnotes that aren't generated by MAX under certain circumstances (see section 97).

(e) *Additional materials.*

If the criterion listed in the first column of Table 5 applies to you, submit the additional materials described in the second column. The right-hand column tells you where to find guidance on the requirement.

TABLE 5: ADDITIONAL MATERIALS—CERTAIN AGENCIES

| If your agency...  | Then submit this...                                  | See section...        |
|--|--|-----------------------|
| Has budget authority or outlay differences of \$50 million or more between current year and budget year baseline estimates | Materials in support of baseline estimates           | <a href="#">100.2</a> |
| Has major formula grants to State or local governments   | Information on grants to State and local governments | <a href="#">100.3</a> |
| Operates at least 300 motor vehicles   | Information on motor vehicles                        | <a href="#">100.4</a> |
| Has obligations for relocation expenses for PY through BY  | Information on relocation expenses                   | <a href="#">100.5</a> |
| Had expenditures for official international travel in the PY   | Information on international travel                  | <a href="#">100.6</a> |
| Has credit programs  | Development of risk categories                       | <a href="#">185.3</a> |