

CIRCULAR NO. A-11

PART 2

**PREPARATION AND SUBMISSION
OF BUDGET ESTIMATES**



**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET**

JULY 2004

SECTION 25—SUMMARY OF REQUIREMENTS

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Summary of Changes

Requires agencies with over 2,500 FTEs to provide data on training costs (section [25.5](#))

Data on the allocation of research funds and research and development performed by colleges and universities will be reported in schedule C.

25.1 Does Part 2 (Preparation and Submission of Budget Estimates) 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. 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.

If your agency appears in the following list, it is not subject to Executive Branch review by law or custom. That means that the requirements for submitting materials in support of your budget request do not apply to you. However, you do need to submit the information required for inclusion in the budget database and documents, which OMB incorporates without revision.

- Legislative Branch agencies.
- Judicial Branch agencies.
- Executive Branch agencies, as follows:
 - Milk, Fruit, and Vegetable Marketing Orders, USDA.
 - International Trade Commission.
 - Postal Service.
 - Board of Governors of the Federal Reserve System.
- GSEs, 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?

For the sake of comparability among the budget data and presentations, OMB does not 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.

Item	See section...	Timing
(1) Form and content of justification materials.	51.2	To be determined in consultation with your OMB representative.
(2) Program activity structure in the program and financing schedule.	82.2	By October 1.
(3) Changes in functional and receipt classifications.	71.3, 79.3	By October 1.
(4) Changes in budget account structure (new accounts, merged accounts, changes in account titles, etc.)	71.3, 79.3	Prior to October 1 or as soon as possible thereafter for changes dependent on congressional action or other circumstances beyond agency control.

25.4 How do I submit information to OMB?

You generally submit information in two stages:

- (1) *As part of your budget request.* Executive branch agencies subject to Executive Branch review and the District of Columbia must prepare information and materials supporting their budget request. Your OMB representative will work with you to determine the specific form, content and timing of this information. Agencies that are not subject to Executive Branch review are not required to submit this information.
- (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 budget request to reflect the effects of final decisions. 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, 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 budget request?

You should include the information described below. In addition, your OMB representative may require you to include other materials (for example, information about your budget request by account and Budget Enforcement Act (BEA) category).

TABLE 1: CONTENTS OF THE BUDGET REQUEST¹

Access web links at http://www.whitehouse.gov/omb/circulars/a11/current_year/s25.pdf

If your agency is subject to Executive Branch Review and...	Then include this...	See section or link...
	<ul style="list-style-type: none"> Justification materials 	51, 26
Covered by the Chief Financial Officers Act	<ul style="list-style-type: none"> Financial management budget justification; and Report on resources for financial management activities ² 	52
Not covered by the Chief Financial Officers Act	<ul style="list-style-type: none"> Brief summary of your financial management plan 	
Has motor vehicles	Motor vehicle fleet report	Instructions
	Armored vehicle report	Example
		Spreadsheet
Requesting IT funding via a Capital Asset Plan or has budget authority of \$500,000 or more for financial management systems	Agency Information Technology Investment Portfolio ²	53
Obligates more than \$5 million annually for rental payments to GSA or others	Space budget justification	54
Has credit liquidating accounts with unobligated balances that carry over into the current year	Justification of unobligated balances in liquidating accounts	51.12, 185.3
Has geospatial data investments greater than \$500,000	Information on geospatial data investments ²	Instructions
		Spreadsheet
Controls its federally-owned building space or directly pays the utilities on its leased space or operates a Federal fleet of 20 or more light duty motor vehicles	Information on funds for energy efficiency management	Instructions
		Spreadsheet
Has overseas employees at embassies or consulates	Information on overseas staffing and costs ³	Please see Table 1, footnote 3.
Implements homeland security and overseas combating terrorism related initiatives	Homeland security and overseas combating terrorism data collection ²	Instructions

TABLE 1: CONTENTS OF THE BUDGET REQUEST¹Access web links at http://www.whitehouse.gov/omb/circulars/a11/current_year/s25.pdf

If your agency is subject to Executive Branch Review and...	Then include this...	See section or link...
Has competitive sourcing initiatives	Competitive sourcing program costs	31.9
Has technology transfers	Information on technology transfers	Instructions Spreadsheet
Subject to GPRA requirements	Merge annual performance plan into performance budget	51, 26
Has major capital acquisitions	Capital asset plan and business case ²	300
Has over 2,500 employees	Data on training costs	Instructions Spreadsheet

¹ Requirements do not apply to agencies not subject to Executive Branch review (see section 25.1).² If final decisions require changes to this information, revised materials must be submitted.³ This information is requested as part of the President's Management Agenda on Rightsizing the USG Presence Overseas. It will be utilized to build comprehensive, accurate information on trends in overseas staffing and costs and to help rationalize decisions on stationing USG personnel abroad. OMB will circulate a Budget Data Request (BDR) in August directing agencies to submit complete data on overseas staffing and costs. Agencies will also be required to clearly identify and incorporate this information in their submission to OMB. The BDR will provide instructions and format for the requested data. Any agency that has questions about the requirement should contact Brandon Davisson (202–395–3727).

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 [section 95](#)).

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. Do not wait until you have 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, do not 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 for each applicable budget account. In addition, if the criterion listed in the first column of the table applies to you, submit the data described in the second column for each applicable budget account. We indicate the MAX data section or sections involved and tell you where to find guidance on the requirement.

TABLE 2: MAX COMPUTER DATA ^{1,2}

If your agency has...	Then submit for each applicable budget account...	MAX data schedule...	See section...
Budget authority and outlays	• Estimates of budget authority and outlays	A, S	81
	• Character classification data, including R&D data	C	84
	• Program and financing schedules ³	P	82
Obligations	Object classification schedules	O	83
Personnel	Personnel summary	Q	86.1
Performance metrics	Performance metrics schedule	V	85
Receipt accounts	Receipt estimates	K and R	81
Credit liquidating or financing accounts; or non-credit revolving funds that conduct business-type activities (as determined by OMB), including GSEs	Balance sheet	F	86.2
Appropriations language requests	Budget year appropriations requests in thousands	T	86.4
Major trust funds and certain other accounts (as determined by OMB)	Status of funds	J	86.5
Special or trust fund receipts	Special and Trust Fund Receipts	N	86.6
Credit programs	Federal credit data	G, H, U, and Y	185

¹ Including agencies not subject to Executive Branch review. GSEs submit data for schedules F, G, and H only. Federal Reserve Board submits data for sections A, P, and O only. ² DOD-Military submits budget plan (MAX schedule D), see section [86.3](#). ³ P&F also required for accounts with obligated or unobligated balances.

(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 95).
- *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 are not generated by MAX under certain circumstances (see section 95).

(e) *Additional materials.*

If your agency has major formula grants to State or local governments, you will need to submit State-by-State data for these grants and other information (see [Instructions](#)).