

**Government of Pakistan
Finance Division
(Budget Wing)

No.F.2 (3) BI-I/2022/RFA

Islamabad, August 4, 2022

OFFICE MEMORANDUM

Subject: **Revised Accounting Procedure for Revolving Fund Accounts (Foreign Aid Assignment Account)**

The undersigned is directed to refer to this Division's O.M.No.F.2(1)BR-II/2007-949 dated 2nd August, 2013 on the subject cited above and to state that the Revised Accounting procedure for Revolving Fund Accounts (Foreign Aid Assignment Account) issued vide this office O.M No. referred to above has been amended.

2. A revised copy of the same is attached for compliance. It is also clarified that the Revised Revolving Fund Accounts (Foreign Aid Assignment Account) is also applicable to all the existing Revolving Fund Accounts.

**(Rashid Ahmad)
Section Officer (BI)
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All Ministries/Division, Islamabad/Rawalpindi.

Copy forwarded for information and similar action to: -

1. The Secretary Finance Department, Government of the Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, Gilgit Baltistan (Lahore, Karachi, Peshawar, Quetta, Gilgit).
2. The Secretary, Planning & Development Department, Government of the Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, Gilgit Baltistan (Lahore, Karachi, Peshawar, Quetta, Gilgit).
3. Auditor General of Pakistan, Constitution Avenue, Sector G-5/1, Islamabad
4. Controller General of Accounts (CGA), CGA Complex, Sector G-5/2, Islamabad.
5. Accountant General Pakistan Revenues, (Foreign Aid Section), G-8/4, Islamabad.
6. All Joint Secretaries (Exp-Wing), Islamabad/ Rawalpindi.
7. All Additional Finance Secretaries, Finance Division, Islamabad.
8. AGPR, Sub-Offices, (Lahore, Karachi, Peshawar, Quetta, Gilgit).
9. All Accountant Generals of the Provinces, Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, (Lahore, Karachi, Peshawar, Quetta, Gilgit Baltistan).
10. The Director General, Pak PWD, Islamabad.
11. Director General, Pakistan Postal Services, Islamabad.
12. Chief Accounts Officer, Ministry of Foreign Affairs, Islamabad.
13. The Director, Accounts Department, State Bank of Pakistan, (Central Directorate), I.I. Chundrigar Road, Karachi (Registered).
14. The Chief Manager, State Bank of Pakistan, I.I. Chundrigar Road, Karachi (Registered).
15. Executive Vice President, National Bank of Pakistan, I.I. Chundrigar Road, Head Office, Karachi (with the request to circulate the procedure to all the branches of National Bank of Pakistan throughout the country).
16. Director Accounts, Economic Affairs Division (Accounts Wing), 'C' Block, Pak: Secretariat, Islamabad.
17. Deputy Chief(R&S), Deputy Secretaries (World Bank, Asian Development Bank and DM) Economic Affairs Division, Islamabad.
18. The Web Master, Finance Division with the request to upload the same on the website of Finance Division.


Section Officer (BI)

REVISED ACCOUNTING PROCEDURE FOR REVOLVING FUND ACCOUNTS
(FOREIGN AID ASSIGNMENT ACCOUNT).

For a foreign donor-assisted project, a Revolving Fund Account (RFA) in respect of donor financing under loan/credit/grant shall be established at a branch of the National Bank of Pakistan (NBP), separately from the account to be established for the government's share of project financing (counterpart funds) if any required. Such Accounts shall be in the nature of Assignment Accounts. The Revolving Fund Account shall be the part of Federal Consolidated Fund at Federal Government's level and part of respective Provincial Government's Consolidated Fund at Provincial levels.

1. General Instructions

- (I) The Finance Division shall approve the opening and change of signatories of the Revolving Fund Accounts. The following pre-conditions shall be completed by the Ministries/Divisions before forwarding the case to Finance Division for opening and change of signatories of Revolving Fund Account:-
 - a. Approval of the administrative Secretary/Principal Accounting Officer (PAO) of the administrative Division for opening/change of signatories of Revolving Fund Account.
 - b. Administrative approval of the project or loan agreement in case of programmes duly signed by the Economic Affairs Division (EAD). The project Director shall be in place and the project should have the cost centre and allocation of budget/rupee cover against the foreign aid/grant.
 - c. The copies of following documents are mandatory for submission of request to Finance Division duly attested by an officer not below the rank of BPS-17 or above:-
 - Administrative approval/loan or grant agreement
 - Approval of the administrative Secretary/PAO of the Division along with names and designation of signatories
 - Budget Allocation/Rupee cover against the foreign aid reflected in Budget BOs/NISs, copies of relevant portion of BOs/NISs or copies of schedule of supplementary grant/technical supplementary grant
 - Valid CNIC and office card of signatories
 - Specimen signatures of signatories
 - Sanction letters duly signed by the relevant officer for endorsement by the Finance Division.
- (II) The NBP shall be the designated bank for handling all transactions of Revolving Fund Accounts. The foreign currency amounts received under a foreign credit/ loan/ grant for RFAs shall be translated/ converted into Pak Rupees at the State Bank of Pakistan's (SBP) Weighted Average Buying Rate of exchange prevailing on the date of transfer of funds by the Donors.
- (III) The payments out of RFAs by way of reimbursement to NBP would be translated notionally at the aforesaid SBP rate of exchange at which the foreign currency was purchased by SBP (date of receipt of funds from the donor in SBP). The RFAs at NBP branches shall show debits, credits and balance in PAK Rupees as the funds available to the Project mpanagement would be in Pak. Rupees.
- (IV) The rate of exchange used for donor reporting purposes by the project authorities would be the rate of exchange applied by State Bank of Pakistan for converting foreign currency into Pak. Rupees for that tranche at the time of receipt of funds in the SBP from the donor. In case of more than one tranches, the rate applied for each tranche will be used for donor for reporting purposes and funds received in the first tranche will be utilized first and the unutilized balance shall be attributed to the last tranche.
- (V) The 'Foreign Currency' for the purposes of this Procedure would mean the United States Dollar (USD), Euro (EUR), Pound Sterling (GBP), Japanese Yen (JPY), Australian Dollar (AUD), Canadian Dollar (CAD), Swiss Franc (CHF) and any other foreign currency which may be permitted specifically or generally later on by the Finance Division (Budget Wing) in consultation with State Bank of Pakistan (Finance Department), Karachi.
- (VI) Separate Revolving Fund Accounts for each project shall be established by the project management at the NBP for each of the Loans/Credits/Grants, and each Revolving Fund Account will be designated a special Sub-Fund Identification Number upon establishment of the account.
- (VII) The individual sub-accounts will together constitute a single but separate account (Child Account) under Central Government Account No.1 (Non-Food) held presently with the SBP.

- (VIII) The CGA will be responsible to issue a Code Classification in the Chart of Account for RFA's and Assignment Accounts for the Government counterpart funding.
- (IX) The RFA shall be lapsable at the end of each financial year. However, the lapsed balance in one financial year will be protected through budgetary allocation in next financial year.
- (X) In case of receipts on account of projects under the control of Provincial Governments, or Local Governments, Financial and Non-Financial Institutions under the administrative control of the Provincial Governments, the SBP will simultaneously transfer the funds for credit to the concerned Provincial Government Account. The Provincial Finance Department shall ensure that the Budget allocations are available in the Provincial Schedule of Authorized Expenditure. The following Journal Entries will be passed:

1. In the Books of Federal Government:

a. In the books of AGPR:

(i) On receipt of funds from donor:

Debit: F01-Central Government Account-I (Non-Food)
 Credit: E03301-Permanent Debt (Foreign)- Direct or
 Credit: C036-Foreign Grants

(ii) On transfer of funds to Provincial Government:

Debit: Demand No. & Function - A08-Loans and
 Advances to Provinces (under the relevant detailed head of account) or
 Debit: A052- Grants Domestic (under the relevant detailed head of account)
 Credit: F01-Central Government Account-I (Non-Food)

2. In the Books of Provincial Government AG:

Debit: F01-Provincial Government Account-I(Non-Food)
 Credit: E03302-Permanent Debt (Foreign) - received from Federal Government or
 Credit: C036-Foreign Grants.

3. On issue of payment/cheque following entry shall be made (Govt. Department only):

Debit: Demand No. & Function Code- A-Expenditures (under
 the relevant detailed head of account).
 Credit: G01-Cheque Clearing Account – Foreign Aid Assignment Account.

- (XI) All payments from the Revolving Fund Accounts shall be effected through NBP Cheques/Authorizations issued by at least two persons authorized as signatories.
- (XII) The officers of BS-17 or above on payroll or user organization concerned shall be nominated by the Secretary/PAO of the administrative Division as signatories. A signatory of current/acting charge of BS-17 or equivalent may operate the account till he/she holds current charge BS-17 and shall no more operate the account on the completion of period of current charge.
- (XIII) Any officer or person attached with a project or unit as honorary officers or board members or on attachment drawing salary from other may become a signatory. However, in cases, where a project, or unit does not have any other officer or BS-17 or above on its payroll, the Secretary PAO of the administrative Division may allow signatories from controlling officers, or entities Board of Directors, till such officers are appointed.
- (XIV) A standby signatory may also be approved by the Secretary/PAO of the administrative Division to operate the account during the leave or if a signatory is away or on tours.
- (XV) All payments, except for an authorized petty-cash to be notified in writing by the Project Director to the relevant NBP branch, shall be made directly to the recipients through crossed-cheques.
- (XVI) Cash payments or funds transfers from Assignment Accounts to any DDO-account or any other account for the sake of onwards disbursements shall be strictly prohibited.
- (XVII) Audit of all the Revolving Fund Accounts shall be conducted by the Auditor General of Pakistan.

2. Role of Ministries/Divisions

- (I) The payments into the account in respect of donor funds shall be initiated through withdrawal applications signed by such persons as may be nominated by the project management with the approval of the administrative Ministry/Division/Department.
- (II) Each project management shall submit, through its relevant administrative Ministry/Division/Department, its budget for the following year as required for all budgets that will be included in the 'Schedule of Authorized Expenditure'.
- (III) The budgets shall be prepared and submitted alongwith the information including Grant/Loan No. (Project ID), Project Name/Description, Fund Code, Cost Center, Sub-detailed Function, Detailed Object, consistent with the Government Chart of Accounts and within the Government's budget calendar.
- (IV) Each Project Director shall prepare its own annual financial statements comprising expenditure from Revolving Fund Account and Direct Payments (showing in three separate columns for RF Account, GOP Assignment Account and Third Party payments) and submit the same to Donor/Lender as well as to external audit as required under the loan/credit/grant agreements.
- (V) Nevertheless, the project accounts, being sub-accounts of receipts and expenditure under the consolidated fund of the government(s) will be subject to certification as part of the consolidated government financial statements by the Auditor General of Pakistan.
- (VI) After the internal agreements containing provision for the opening of Revolving Fund Accounts have been signed, the concerned Ministries/Divisions/Departments and the project implementing agencies will arrange immediate opening of the Assignment Accounts at a branch of the NBP and special instructions for operation of the Accounts, if any, shall be provided to all parties concerned.
- (VII) Withdrawal Applications will be prepared and submitted to donors by the project management, requesting the amount of initial deposits/subsequent funding to the Revolving Fund Account through the foreign currency account of SBP Karachi for further simultaneous credit to the Revolving Fund Account (a named sub-account of the Central Account-1) at the concerned branch of the NBP.
- (VIII) The assigned identification number of the Revolving Fund Account will be indicated on the Withdrawal Applications.
- (IX) The person authorized to sign Withdrawal Applications and/or operate 'Revolving Fund Accounts' shall furnish copies of the Withdrawal Applications, simultaneously, to their respective Administrative Ministries /Divisions as well as to the Economic Affair Division, NBP Head Office, Karachi, relevant branch of NBP, SBP Finance Department, Karachi and concerned AG/AGPR office.
- (X) The Finance Managers of the respective projects (or the persons so authorized) shall perform the role of DDO to the extent of authorization for payment within the available budgetary limits.
- (XI) The Finance Manager of the project will also be responsible for the reconciliation with NBP, reporting of authorized 'direct payments' to the contractors/suppliers through the donors, and financial reporting.
- (XII) The following entries will be made by the DDO at the time of issue of payment/ cheque out of each Assignment Account:

Debit: Demand No. & Function Code - A-Expenditures (under the relevant detailed head of account)
Credit:G01-Cheque Clearing Account- Foreign Aid Assignment Account (for separate Assign. Accts).
- (XIII) In case of projects which have PIFRA connectivity, the recording of expenditure shall be made in real time through system instead of submission of schedule to AGPR/DAO for this purpose after approval of the revised procedure arrangement between AGPR and PIFRA on this subject.
- (XIV) The 'direct payment' shall be noted as a 'third party transaction' for the purposes of reporting and an equivalent amount shall be entered as a 'contra' receipt from the donor to ensure that the fiscal balances match the monetary balances of the project.
- (XVI) The project Finance Manager shall be responsible for reporting of third party payments.

- (XVII) The project authorities shall make sure that the detail of third party payment has been communicated in writing to EAD/Finance Division and respective AG/AGPR. The following entry shall be passed for direct payments:
 Debit: Demand No. & Function Code-A-Expenditures (under the relevant detailed head of account)
 Credit: E03301-Foreign Debt or C036-Foreign Grants (as the case may be).
- (XVIII) The consultancy charges payable by the donors shall be paid after verification of services rendered by the consultant, by the concerned Project Director/ Ministry/ Division or by the Provincial Governments. However, in case of foreign training prior approval of concerned Ministry/Division as per Government's Rules/ Policy Guidelines will be required.

3. Role of State Bank of Pakistan

- (I) The transactions against individual assignment accounts will be recorded and reported along with the other Government balances by the respective office of SBP Banking Services Corporation (SBP-BSC) to SBP Karachi (Finance Department-Government Accounts Division) on daily basis.
- (II) The State Bank of Pakistan will ensure the reimbursement to NBP within two working days. The balances of the RFAs will be reported in SBP Finance Department Karachi's daily report of the consolidated balances of the Federal/Provincial Government Account along with other Government balances to the Federal/Provincial Government (Finance Division/ Finance Department/Respective AGs).
- (III) The SBP BSC respective office after making re-imbusement to NBP shall prepare a separate Debit (payment) Voucher for each payment out of RFAs for onward submission to FTO Karachi. The Federal Treasury Officer Karachi shall pass the following journal entry:
 Debit: G01-Cheque Clearing Account -- Foreign Aid Assignment Account
 Credit: F01-Central Government Account-I - (Non-Food).
- (IV) If the funds from donors are received in currencies other than US Dollars, these shall be credited in respective Revolving Fund Accounts in Pak Rupees at the prevailing rate of exchange by SBP.
- (V) On receipt of the credit advice in respect of a disbursement of foreign currency funds to the project from donors that must be routed through the SBP Karachi, the SBP's Finance Department will advise the Chief Manager (SBP-BSC) Karachi, to credit Pak Rupee equivalent of the Foreign Currency to the Assignment Account (sub account of Central Account-I) under the appropriate Debt or Grant head. The Chief Manager will, in turn, and at maximum by the next business day, authorize amount in Pak Rupee credit into the relevant Revolving Fund Account of the project.
- a. **In the books of FTO/AGPR:**
 Debit: F01-Central Government Account-I(Non Food)
 Credit: E03301-Permanent Debt (Foreign) - Direct or
 Credit: C036-Foreign Grants (under relevant detailed head).
- (VI) The (SBP-BSC) Karachi will immediately report the receipt in the Pak Rupee and the equivalent foreign currency to NBP HQ with a copy to respective NBP branch, the relevant Project Director, Planning & Development Division/Department (as the case may be), Economic Affairs Division and Finance Division/Department and AGPR/AG. No Accounting Entry shall be made in the books of DAO/AG/AGPR at this stage.

4. Role of National Bank of Pakistan

- (I) The reimbursement of payments made by the NBP shall be claimed by NBP from SBP-BSC respective office on daily basis.
- (II) On intimation of receipt of funds from SBP BSC Karachi, the respective branch of NBP will record it in the Revolving Fund (Proforma) Account both in Pak Rupee and Foreign Currency equivalent under intimation to SBP Karachi, local office of SBP-BSC, Project Director concerned and NBP head office.
- (III) NBP will open the RF account after obtaining necessary permission from Finance Department of SBP Karachi, and will provide a monthly statement of accounts to the project management by the end of first week of the succeeding month.
- (IV) It shall be mandatory for the NBP, in all cases, to mention clearly the name and Account No. of the payee on the Monthly Bank Statement.
- (V) NBP shall send copy of the Bank Statement on 5th of the following month to SBP which shall be returned by SBP to NBP duly verified by 10th of the month. Even 'Nil' balance shall also be reported by NBP to SBP.
- (VI) The cheque books for Revolving Fund Accounts will be issued by NBP.
- (VII) The NBP shall not entertain any cheque which is not endorsed by the concerned Accounting Offices(AGPR/AGs/DAOs)

5. **Role of Accounting Offices (AGPR/AGs/DAOs)**

- (I) The Accounting Offices shall endorse the cheque in the name of beneficiary or a Manager, NBP/Commercial Bank along scroll having necessary details attached for payment for pay, allowances etc.
- (II) The cheque in the name of Manager NBP/Commercial Bank for transfer of funds to establish a Letter of Credit (LC) shall be endorsed by the Accounting Offices.
- (III) The DDOs dealing with the Revolving Fund Accounts shall prepare three copies of scroll mentioning therein Name, CNIC, Bank Account No., Amount, Demand No. and Object Codes.
- (IV) The Accounting Office shall endorse all the three copies and enclosed cheque, retain one copy of scroll as record which will also serve as basis for recording of expenditure against the foreign aid. the second copy shall be endorsed to the Bank and third copy will be returned to DDO for record.
- (V) The Accounting Offices shall not endorse the Revolving Fund Accounts cheque(s) wherein the funds are transferred to any Commercial Bank's Account/Company's Account/Cash withdrawal.

6. **Recording of Expenditure**

- (I) In order to record expenditure, the National Bank of Pakistan shall only entertain the cheque(s) along with schedule in a format at Annex-A mentioning Demand No., Cost Centre and Object Code etc. both endorsed by the relevant accounting offices.
- (II) The DDO shall be responsible to provide the copy of the schedule along with cheque(s) to AGPR/AG Office and to National Bank of Pakistan.
- (III) The Project Authority/DDO shall also provide/submit a statement of account to AGPR/AG Office on monthly basis.
- (IV) The controlling Ministries/Divisions shall reconcile expenditure on account of Foreign Aid with AGPR and EAD on monthly basis.
- (V) The controlling departments of the Provincial Governments will similarly reconcile the expenditure on foreign aided projects with the AG/Provincial Finance Department.
- (VI) In case of non-reconciliation by 21st of the following month, AGPR/Provincial A.Gs to advise the donor through the EAD to take appropriate action as per the donor's "Financial Management Guidelines".

7. **Recording of Commitment:**

- (I) The Commitment i.e. an obligation to make a future payment, funds for which are allocated in the budget, shall be recorded on memorandum basis against the funds authorized from Assignment Account in accordance with the criteria laid down as under:-
 - a. Where a valid purchase order is raised and where applicable, a purchase contract (legal undertaking or legally binding) has been entered with the supplier. The amount involved shall be clearly mentioned in the purchase order/contract.
 - b. The officer in accordance with the delegation of Financial Powers (who shall be deemed to be the approving officer) shall authorize the commitment.
 - c. The commitment shall be recorded when amount involved (expenditure) is above Rs. 0.5 million or 10% of total budget head, whichever is higher.
 - d. It shall exclude the following types of payment:-
 - Salaries and related deductions
 - Pension
 - GP fund
 - Loans and advances to employees.
- (II) Commitment shall only be raised for those expenditures expected to be paid in the current financial year.
- (III) A commitment advice form (Annexure-B) shall be completed by the officer authorized by the delegated authority. The form shall be sent to the DDO along with the relevant purchase order which is in sequential order as set out below:-
 - A sequentially numbered purchase order (Annexure-C) shall be raised for all contingent expenditures (excluding salaries and utilities etc.) by the department/entity/project.
 - Purchase order shall be approved by the officer who has authority to incur the expenditure

- The budget availability review clearance form and purchase order (where applicable) will represent the sanction for the expenditure and shall be sent to DDO.
- (IV) A copy of any contract/agreement shall also be sent with the commitment advice form.
- (V) Commitment shall be entered into and approved by the delegated authority (approving officer), it shall be recorded by the DDO.
- (VI) A section to record commitment shall be maintained within the appropriation Control Register (Annexure-D) by the DDO. On receiving Commitment Advice form from the officer authorized the delegated authority, the DDO shall record the commitment in this register.
- (VII) When the claim voucher related to commitment previously entered into by the delegated officer is received by the DDO, he shall reverse the original commitment entry in commitment section of the appropriation control register upon authorizing payment.
- (VIII) Except as set out in such Para IX below, a commitment once recorded, must not be reversed unless:
- a. Payment has been made, or
 - b. The purchase order or other legally binding contract has been cancelled and the same-delegated authority entering into the commitment has approved the reversal.
- (IX) At the close of the financial year, all outstanding commitments made during that year duly scrutinized by the DDO/MoF and provision made in the next year appropriation (through supplementary budget process) shall be allowed for the reinstatement of valid commitments in the next financial year.
- (X) Commitments which are not renewed shall be cancelled.

8. Return of Balances at the close of Project

- (I) In case there is balance available in US Dollar/ Foreign Currency at the close or short- close of the project which is required to be refunded to the Donor, the following procedure shall be adopted for refund of unspent balance:-
- a. The project authority shall reconcile the account with the SBP/NBP at the close of the project to work out exact amount of unspent balance, *both in PKR and USD/ Foreign Currency*, within two weeks of the close of a project.
 - b. The project authority shall close the Revolving Fund Assignment Account (RFA) with NBP and surrender unspent PKR balance to the government, *within three (03) weeks of the closing of a project. For this purpose the project authority shall approach SBP (Finance Department), Karachi through respective NBP branch along with detailed credit head of Government account for crediting the surrendered amount in the Federal Government account.*
 - c. *Upon approach by the project authority in writing through respective NBP branch, SBP (Finance Department) shall arrange closing of RFA by the respective branch of SBP - BSC within two weeks time and would intimate the same to the project authority, NBP respective branch, NBP Head Office, Exchange Policy Department - SBP and Economic Affairs Division alongwith the reconciled/exact amount of outstanding balance in PKR and USD/Foreign Currency.*
 - d. After receipt of intimation from SBP as at (c) EAD will reconcile unspent balances with concerned donors within one week's time. The Finance Division shall provide necessary funds in the block allocation of EAD in the Demand "Repayment of Foreign Debt" for refund of loan through normal budgetary process and all refunds in respect of foreign loans shall be charged to this Demand. In case of refund of foreign grants, the concerned Ministry/Division/ Department shall arrange/provide the budget provision in its respective Demand. The concerned Ministry/Division/Department shall intimate the Head of Account and Demand Number to State Bank of Pakistan, Economic Affairs Division for accounting/ booking of refund.
 - e. After receipt of necessary documentation, the EAD shall ensure that the authorization/repayment instructions to SBP *in the form of standard central payment authority addressed to the Chief Manager, SBP-BSC (Bank), Karachi* are issued within 10 working days.
 - f. The SBP shall refund outstanding balance to respective donor within 07 days after receipt of complete documentation.
