

TO STUDIES ON THE KEY ISSUES OF ACCOUNTING POLICY FOR GENERAL EDUCATION INSTITUTIONS

© 2009 O.G. Basharova*

Keywords: account policy, budget educational institution, budgetary accounting.

The author shows the necessity for general educational institutions to develop the order on accounting policy as current legislation gives the accountant of budgetary institution a choice on some aspects of accounting. The sections of accounting policy making methodological, organizational and technical maintenance of registration process for comprehensive schools are considered.

The constant changes in legislation, including those in the field of budgetary accounting, were an incitement to changing the approaches to accounting in budgetary institutions. There was a transition from a rigid regulation of registration process by the state to an optimum combination of state regulation and independence of institutions in budgetary account arrangement. The essence of new approaches is expressed mainly by the fact that on the basis of general rules of budgetary account established by the state, it is necessary to develop the account policy for finding solutions to the problems assigned by specific budgetary establishments.

However, separate accountants defending the position of the absence of necessity accounting policy in budgetary institutions refer to that fact, that PBU 1/98 "The accounting policy of the organization" and new edition PBU 1/08 is not turned to budgetary institutions, and in Item 2 of Instruction №25n it is determined, that the state accounting policy is implemented through this standard act. But on the other hand, Federal law №129-FZ from 21.11.1996 obliges organizations to form the accounting policy independently, proceeding from the structure, branch and other specificities of activity. We shall separately note, that general educational institutions according to the Budget Code of the Russian Federation have the right to carry out profitable activities that means the occurrence of incomes, and, hence, a duty to pay the profit tax. In its turn, the order of conducting the tax account is established by the taxpayer in his accounting policy which is approved by the chief order. Therefore the accounting policy, being the internal document of organization and practical guidance for accounting service, is important for external users.

Thus, the formation of accounting policy by general educational institutions is a necessary condition of an effective expenditure of budgetary funds, and, hence, obtaining high results of activity.

The necessity of drawing up the accounting policy is proved by a comprehensive school, however now there is a question of the relevance of forming two accounting policies for the purposes of accounting and tax account as two separate documents, or creation of one accounting policy on the basis of which accounting problems and tax account will be dealt with.

As soon as we have studied the opinions of different authors to this problem, we have defined that two opposite opinions on drawing up the accounting policy for budgetary institutions were developed. Some of the authors, for example L.Maksimova, supports a classical variant of accounting policy, that is two sections: the rules of organizing accounting and the tax account, and A.Komleva defends the position of the necessity to form two separate documents: the statute about accounting policy in the field of accounting and in the field of taxation.

We consider the concepts of accounting policy and tax account and adapt it to the application in the accounting of budgetary establishments.

According to PBU 1/08, the accounting policy of organization is understood as the system of the ways of account conducting, i.e. primary supervision, cost measurement, current grouping and final generalization of the facts of economic activity.

According to Item 11.2 of the Tax Code of the Russian Federation the accounting policy for the purposes of taxation is the one chosen by the taxpayer, permissible by the Tax Code

* Olga G. Basharova, post-graduate student of Ulyanovsk State University. E-mail: basharova.ol@mail.ru.

of the Russian Federation system of ways (methods) of defining the incomes and (or) charges, their recognition, estimation and distribution, and also the account of the other necessary for taxation purposes parameters of financial and economic activity of the taxpayer.

If commercial organizations are created, mainly, for extraction of profit, budgetary establishments should provide performance of functions on rendering the state (municipal) services to physical and legal persons according to the state (municipal) assignment. At the present stage of transition to the productive model of activity, it is possible to draw a conclusion, that the basic purpose of creation of budgetary establishments is rendering budgetary service at an effective expenditure of budgetary funds.

The main principles of accounting policy formation for general educational institutions should be the following: full reflection of all facts of economic activities in the account, priority of content over form, rationality of conducting the account and consistency of budgetary reporting parameters with data on the synthetic and analytical account.

General educational institutions should form the accounting policy in the view of the characteristics of their activity, but being guided by the accounting legislation and other normative documents that regulate accounting.

Having considered the main principles and problems of accounting policy formation, we shall dwell on the basic sections which should be covered in the accounting policy for the accounting purposes of a general education institution. As it was mentioned above, if educational institutions do not have commercial activity and other profitable activity it is not necessary to form two different accounting policies for accounting and tax accounting purposes, therefore the accounting policy for accounting purposes will consist of two sections: organizational and methodical which in turn includes two sub items.

Section 1. Organizational.

In this section it is necessary to present:

- ◆ The list of normative documents regulating the order of budgetary accounting institution (the Federal law № 129-ФЗ of 21.12.1996 « On accounting », the Budgetary code of the Russian Federation, the budgetary accounting Instruction № 148n approved by order of the

Ministry of Finance of the Russian Federation from 30.12.08, other normative documents on accounting, accepted by the Ministry of Finance of the Russian Federation);

- ◆ The budgetary accounting form. The choice between two forms is given to educational institutions: memorial-order form with use of budgetary accounting registers which is regulated by the budgetary accounting Instruction and automated form.

In the first case, the primary documents checked and accepted to the account are systematized on the dates of fulfilling the operations in the chronological order and are reflected by memory way in budgetary account registers.

In the second case, accounting is conducted on the basis of a certain program complex. The automated accounting form allows to provide high accuracy and efficiency of accounting data, releasing accountants from the performance of simple technical operations so that they attend to control and analyze the economic activities of general education institution. In the situation of complex automation of budgetary accounting, operations are formed in databases of a program complex used by the establishment. Therefore, in this case in the accounting policy it will be enough to reflect the name of software product on the basis of which accounting is carried out. However using it, it is necessary to see, that the program works according to the Instruction and has a license.

- ◆ The structure of accounting service;

Uniform legal and methodological bases of accounting organization in the institutions are established due to law № 129-FZ "On accounting". The head of institution is in charge of accounting organization and depending on the volume of registration work he can choose one from four models established by the law.

Section 2. Methodical.

This section is intended for defining the methods of economic operation reflection on which the instruction assumes some variants of accounting. In the regulation of the accounting policy of a general education institution it is necessary to consider the following sections of account:

1. Accounting of nonfinancial assets.

- ◆ property, plant and equipment.

- ◆ Material stocks.

2. Accounting of financial instruments and obligations. Comprehensive schools can have accounts as in the organs which carry out cash service of budget execution. In this case in the accounting policy it is necessary to differentiate between the receipts. It is necessary to pay attention to the order of money delivery.

Formation of accounting policy grows out of a huge analytical work, however, having its typical structure, it will be much easier for accounting services of comprehensive schools to develop their own accounting policy.

Thus, we have considered the features of accounting policy formation, often considering the requirements of legislation regulating the activity of commercial organizations. The absence of the normative base describing substantive provisions on accounting policy forma-

tion of budgetary organizations The accounting policy cannot be the same for all institutions, and should consider the features of certain organization. Perhaps, it is one of the reasons why such forms legislatively are not approved.

The Russian Federation. Laws. The budgetary code of the Russian Federation. The law: accepted by State Duma on July, 17th, 1998: as of 06 Dec. 2007.

The Russian Federation. Laws. The Tax code of the Russian Federation. The law: accepted by State Duma on July, 16th, 1998: as of May, 17th, 2007.

Zaharin V. Accounting in budgetary establishments: new rules of conducting the account / V.R.Zaharin. M., 2008.

Antipova T.V. The model of financing of addressees of budgetary funds // the Bulletin of Samara State Economic University. 2008. № 2(40).

Received for publication on 12.10.2009