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FINANCIAL MANAGEMENT REGULATION

VOLUME 13: “NONAPPROPRIATED FUNDS POLICY”

**UNDER SECRETARY OF DEFENSE
(COMPTROLLER)**

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VOLUME 13, CHAPTER 1: “INTRODUCTION TO NONAPPROPRIATED FUND ACCOUNTING”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [***bold, italic, blue, and underlined font***](#).

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PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Reformatted chapter and updated hyperlinks in accordance with current administrative instructions.	Revision

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CHAPTER 1

INTRODUCTION TO NONAPPROPRIATED FUND ACCOUNTING

1.0 GENERAL

1.1 Overview

Nonappropriated Fund (NAF) accounting applies to all NAF Instrumentalities (NAFIs) and their supporting Accounting Offices (AOs). NAFs are separate from appropriated funds (APFs) of the U.S. Department of the Treasury (Treasury). NAFs are not commingled with APFs and are managed separately from APFs, even when used to support a common program.

1.2 Purpose

This chapter provides a list of definitions, reporting requirements, accounting standards, internal controls, and audit requirements for NAFIs.

1.3 Authoritative Guidance

The accounting policies, and related requirements prescribed, are in accordance with the applicable provisions of:

1.3.1. Department of Defense Instruction ([DoDI 1015.15](#)), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;” and

1.3.2. Financial Accounting Standards Board ([FASB](#)) Accounting Standards Codification ([ASC](#)). Users can [now](#) access the FASB ASC [without charge](#). [This access now includes browsing by topic, searches, and print options.](#)

2.0 DEFINITIONS

2.1 APFs

APFs are monies paid out of the Treasury pursuant to statutory authority granted by Congress to the DoD to incur obligations and make payments. The term “appropriation” means a provision of law (not necessarily in an appropriations act) authorizing the expenditure of funds for a given purpose. In most cases, appropriations are of two types, annual and multi-year. Congress approves the appropriation acts that specify the purposes for which the APFs are used. Specific accounting policies for APFs are described in Volume 4. For additional information on the use of and accounting for APFs for NAF activities, refer to DoDI 1015.15.

2.2 Balance Sheet

The Balance Sheet is a financial statement that shows an entity's financial position at a certain point in time (usually at the end of an accounting period). It represents the entity's assets, liabilities, and net worth (or fund equity).

2.3 Chart of Accounts

The chart of accounts is a list of ledger account names, descriptions, and numbers arranged in the order in which they customarily appear in the financial statements. The chart serves as a useful source for locating a given account within the ledger. The chart of accounts for NAFs is established to comply with FASB and DoDI 1015.15 reporting requirements, and is maintained on the [DoD NAF Accounting website](#). NAF accounting systems that are used by the Military Exchanges are exempt from using the NAF chart of accounts. A separate Defense Resale Activities chart of accounts, for use by the Military Exchanges, is also available on the DoD NAF Accounting website.

2.4 Comparability

Comparability is the similarity and consistency of information produced by an entity from period to period and by others operating in similar circumstances. The value and usefulness of information depends greatly on the degree to which it is comparable to information from prior periods and to similar information reported by others.

2.5 Consistency

Consistency is the uniformity of accounting procedures used by an accounting entity from period to period.

2.6 Cost-Benefit Analysis (CBA)

CBA is an analytic technique that compares the costs and benefits of investments, programs, or policy actions in order to determine which alternative or alternatives maximize net benefits (economic efficiency). CBA attempts to consider all costs and benefits. For further direction on economic analysis for decision-making, refer to [DoDI 7041.03](#), "Economic Analysis for Decision-making."

2.7 General Ledger

The general ledger is a collection of all transactions that occur for each NAFL. Separate accounts exist for individual assets, liabilities, net worth, income, and expenses. The general ledger is the core of the NAF accounting system and contains all accounting entries for the NAFL. The general ledger accounts are found in the NAF Standard General Ledger on the DoD NAF Accounting website. DoD Components jointly maintain a separate general ledger from the NAF Standard General Ledger for the Military Exchanges.

2.8 Internal Control

Internal control is a process, effected by the entity's management and personnel, designed to provide reasonable assurance regarding the achievement of objectives relating to operations, reporting, and compliance, and to ensure the integrity of financial and accounting information, promote accountability, and prevent fraud.

2.9 Interpretation

Interpretation is an opinion regarding a set of facts. A degree of subjectivity is involved on the part of the individual, based on experience and judgment.

2.10 Materiality

Materiality refers to the magnitude of an omission or misstatement of accounting data that misleads financial statement readers. Information is material when it is of such magnitude or significance that its omission or misstatement leads to a misinterpretation of the financial information. In addition to magnitude, the nature of the item is considered when making a materiality judgment. For reporting purposes that require the level of materiality to be quantified, materiality must be defined as a minimum of one percent of the total assets in the Balance Sheet for each NAFI. The one percent threshold does not preclude entities from making necessary adjustments to financial statements for transactions that may fall below the threshold. For those NAF activities required to report on a consolidated basis, the threshold of materiality must be a minimum of one percent of the assets in the consolidated Balance Sheet.

2.11 NAFs

NAFs are government monies that are not appropriated by Congress and are not held within the Treasury. These are separate funds that are not recorded in the books of the Treasury. NAFs are administered only through a NAFI.

2.12 NAFI

A NAFI is a fiscal entity of the U.S. Government that is supported in whole or in part by NAFs. A NAFI acts in its own name to provide or assist the Secretaries of the Military Departments to provide, for example, morale, welfare and recreation (MWR) programs for DoD personnel. See the definition of NAFI in DoDI 1015.15 for further clarification.

2.13 Recording

Recording is the accurate documentation of business transactions. Recording is an essential requirement of both manual and automated accounting systems.

2.14 Relevance

Relevance is the capacity of information to make a difference in decision-making. For instance, relevant information must be available in a timely manner to ensure its value in decision-making.

2.15 Reliability

In financial accounting theory, reliability describes information that is reasonably free from error and bias and accurately presents the facts.

2.16 Statement of Cash Flows

The Statement of Cash Flows is a financial statement for a given period that provides information about an entity's cash receipts and cash disbursements as they apply to operating, investing, and financing activities.

2.17 Statement of Income and Expense

The Statement of Income and Expense is a financial statement showing the elements (income and expense) used in arriving at the net income for the accounting period or over a certain period of time.

2.18 Subsidiary Ledgers

Subsidiary ledgers are a group of related accounts supporting the balance of a control account in the general ledger. In some cases, a simple file system, or the equivalent, may be adequate if it substantiates the general ledger account balance. Three typical subsidiary ledgers are accounts receivable, prepaid accounts, and accounts payable.

2.19 Summarizing

Summarizing is the process of bringing together financial information to develop financial statements or reports. Examples of the most commonly used financial statements are the Balance Sheet, Statement of Income and Expense, and Statement of Cash Flows.

2.20 Timeliness

Timeliness is prompt reporting of financial information to users for their maximum benefit. Financial data is recorded as soon as practical after the occurrence of a transaction.

2.21 Trial Balance

A trial balance is a listing of the accounts in the general ledger along with each account's balance in the appropriate debit or credit column. AOs will prepare an end-of-month trial balance of the general ledger accounts to ensure total debits equal total credits.

3.0 ANNUAL REPORTING REQUIREMENTS

3.1 Annual Reporting Period

The annual accounting reporting period for DoD NAFIs begins October 1 of each year and ends September 30 of the following year. The Military Exchanges use the National Retail Federation reporting period and fiscal year that begins in February and ends the following January per DoDI 1015.15. This divides the year into four quarters of 13 weeks grouped into two 4-week “months” and one 5-week “month.”

3.2 Reports

Financial reports are prepared annually for each NAFI and must include notes to accompany the financial statements. The following NAFI financial reports are explained in Chapter 7:

3.2.1. Balance Sheet;

3.2.2. Reconciliation of Net Worth;

3.2.3. Statement of Income and Expense; and

3.2.4. Statement of Cash Flows.

3.3 Financial Statement Disclosures

Financial reports must include full and adequate disclosure of financial and accounting information in accordance with Chapter 7 specific reporting requirements (e.g., disclosure of fund equity adjustments and eliminating entry transactions between NAFIs); this includes Military Service Headquarters, Major Command or Region, and installation NAFIs. Following these requirements ensures that financial and accounting information is properly treated in preparation of reports.

4.0 ACCOUNTING STANDARDS

4.1 Generally Accepted Accounting Principles (GAAP)

The term GAAP encompasses the conventions, rules, and procedures necessary to define accepted accounting practice at a particular time. GAAP includes not only broad guidelines of general application, but also detailed practices and procedures. These conventions, rules, and procedures establish a standard by which to measure financial presentations.

4.1.1. Judgment. Although there are numerous sources of GAAP, some judgment is necessary to determine whether:

4.1.1.1. The accounting principles selected and applied have general acceptance;

4.1.1.2. The accounting principles are appropriate in the circumstances;

4.1.1.3. Financial statements, including related notes, are informative of matters that may affect their use, understanding, and interpretation;

4.1.1.4. Information presented in the financial statements is classified and summarized in a reasonable manner, i.e., it is neither too detailed nor too condensed; and

4.1.1.5. Financial statements reflect the underlying transactions and events in a manner that presents the financial position, results of operations, and cash flows stated within a range of acceptable limits, i.e., limits that are reasonable and attainable.

4.1.2. FASB Codification. The American Institute of Certified Public Accountants Council designated the Federal Accounting Standards Advisory Board as the body that promulgates GAAP for federal entities and the FASB as the organization that establishes standards for financial accounting and reporting in the private sector. Since NAFI business operations are similar to the private sector, financial statements are prepared and presented to comply with accounting standards promulgated by FASB. The FASB ASC is the single source of authoritative nongovernmental U.S. GAAP, and is available as an advanced application that allows users to access authoritative content, perform research, and submit feedback. Effective for interim and annual periods ending after September 15, 2009, the Codification supersedes all previous GAAP standards. All other accounting literature not included in the Codification is considered non-authoritative.

4.1.3. Other Considerations. An important aspect of GAAP, as applied to government entities, is the recognition of the variety of legal and contractual considerations typical of the government environment. These considerations underlie and are reflected in the fund structure, basis of accounting, and other principles that distinguish governmental accounting from private sector accounting. Some of the types of laws and regulations that may have a direct and material effect on the determination of amounts in a NAFI activity's financial statements include:

4.1.3.1. Requirements for reporting to DoD and others;

4.1.3.2. Restrictions on the use of APFs;

4.1.3.3. Restrictions on expenditures, including construction;

4.1.3.4. Restrictions on investments; and

4.1.3.5. Laws and regulations for NAF, Civil Service, and military personnel.

4.2 Accrual Accounting

NAFIs use the accrual basis of accounting. Under accrual accounting, transactions and other economic events are recorded when they occur. Income and expense are recognized and reported when earned or incurred. Accrual accounting emphasizes matching associated income

and expense in the period in which they occur and contributes to effective financial control over resources and cost of operations. Accrual accounting is essential in developing adequate income and cost information.

4.3 AO Responsibilities

AOs provide centralized professional accounting services to NAFIs. AO responsibilities include:

4.3.1. Maintain all books of original entry, the general ledger, and related subsidiary ledgers;

4.3.2. Maintain fixed asset records;

4.3.3. Prepare all disbursement vouchers and checks after assuring availability of funds and pay liabilities of all supported NAFIs;

4.3.4. Maintain payroll records if performing payroll functions;

4.3.5. Prepare required periodic financial reports with ratios and percentages as requested. AOs also report variances in relation to established standards or approved budget goals upon request;

4.3.6. Prepare other information when requested by NAFI management or higher authority. For example, AOs may supply financial analysis with an MWR activity's financial statements or provide variance from budget data or historical information for use in preparation of NAFI budgets;

4.3.7. Prepare and distribute financial reports to all supported NAFIs;

4.3.8. Prepare an annual operating budget for the AO. When more than one NAFI is supported by an AO, then a schedule is prepared that shows the estimated amounts to be assessed each supported NAFI. The estimated assessed costs may be calculated by applying a cost factor against prior actual expenses incurred. The estimated amounts may include costs related to Human Resources;

4.3.9. Reconcile the bank accounts of supported NAFIs. Review daily account balances shown on monthly bank statements to make sure that insurance and collateral are sufficient. Notify NAFI managers of missing or delayed deposit or check documentation;

4.3.10. Compute and bill service fees to recover operating costs;

4.3.11. Review documentation for completeness and accuracy;

4.3.12. Provide documentation to internal and external independent auditors, as required;

4.3.13. Prepare aged accounts receivable and, **if required**, accounts payable reports;

4.3.14. Maintain awareness of all changes that affect financial reporting; and

4.3.15. Review requests for making adjustments to fund equity or net worth, and forward request to appropriate approval authority designated by each Military Service. Non-receipt of accounting documents or failure to record documents received does not constitute a valid equity adjustment.

4.4 Accounting Changes

The term “accounting change” means a change in an accounting principle or an accounting estimate. When an accounting change is made, appropriate footnote disclosure is required to provide justification for the accounting change and its effect on the financial statements.

4.4.1. Change in Accounting Principle. A change in accounting principle results from an adoption of a generally accepted accounting principle different from the one previously used for reporting purposes to include the methods for applying the new principle. A characteristic of a change in accounting principle is that it concerns a choice from among two or more generally accepted accounting principles. In the preparation of financial statements, there is a presumption that an accounting principle, once adopted, is not changed in accounting for events and transactions of a similar type. Consistent use of accounting principles from one accounting period to another enhances the utility of financial statements to users by facilitating analysis and understanding of comparative accounting data. Generally, the past financial statements are restated to reflect a change in accounting principle. When accounting systems do not allow for restatement of comparative financials, the footnotes to the financials should state this fact and explain the impact of the change on the prior year statement.

4.4.2. Change in Accounting Estimate. A change in an estimate used in accounting is a necessary consequence of periodic presentations of financial statements. A change in accounting estimate results from new information or subsequent developments and accordingly from better insight or improved judgment. Preparing financial statements requires estimating the effects of future events. Examples of items for which estimates are necessary are uncollectible receivables, inventory obsolescence, service lives, and salvage values of fixed assets. Future events and their effects cannot be predicted with certainty. Estimating, therefore, requires the exercise of judgment. Accounting estimates may change as new events occur, as more experience is acquired, or as additional information is obtained. A change in accounting estimate is accounted for prospectively over current and future years, which will cause a change to the expense account in future years. Prior years are not restated.

4.5 Accounting Errors

Errors in financial statements result from mathematical mistakes, mistakes in the application of accounting principles, oversight, or misuse of facts that existed at the time the financial statements were prepared. A change from an accounting principle that is not generally

accepted to one that is generally accepted is a correction of an error. The past financial statements are restated to reflect the corrections.

5.0 INTERNAL CONTROLS

NAFIs must establish and operate internal control programs in accordance with a range of guidance. The Office of Management and Budget [Circular A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control,” and the statute it implements, the Federal Managers’ Financial Integrity Act ([FMFIA](#)) of 1982, are at the center of the existing Federal requirements to improve internal controls. Circular A-123 provides guidance on using the range of tools at the disposal of agency managers to achieve desired program results and meet the requirements of the FMFIA of 1982. The Circular provides internal control standards and specific requirements for conducting management’s assessment of the effectiveness of internal controls over financial reporting. For additional guidance, refer to [DoDI 5010.40](#), “Managers’ Internal Control Program Procedures,” and DoDI 1015.15. See Volume 1, Chapter 3, section 3.0 for additional guidance on appropriate internal controls, including verifying the authorization of recorded transactions.

6.0 AUDIT REQUIREMENTS

6.1 Audit Policy

Policy regarding the audit of NAFIs and related activities is prescribed in [DoDI 7600.06](#), “Audit of Nonappropriated Fund Instrumentalities and Related Activities.” NAFIs will have access to the results of system or functional audits in the form of reports.

6.2 Audit Frequency

DoD policy is to provide adequate audit coverage of NAFIs to include annual financial statement audits. Each Military Service is required by DoDI 7600.06 to have independent certified public accountants conduct an annual financial audit of NAFIs with annual income or expenses exceeding \$10 million. NAFIs in Program Group VI – Special Purpose Central Funds, and NAFIs supporting highly sensitive operations, [must have audits at least annually regardless of the dollar threshold of revenues and expenses](#). If directives require or circumstances warrant, additional audits may be scheduled as instructed by DoD Component authority.

6.3 Audit Objectives

The primary objectives of annual NAFI financial audits are to determine whether the financial statements fairly represent the results of operations, and applicable laws and regulations are followed. Particular attention is placed on identifying potential fraud, waste, or abuse in operations.

VOLUME 13, CHAPTER 2: “NONAPPROPRIATED FUND STANDARD GENERAL LEDGER”**SUMMARY OF MAJOR CHANGES**

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CHAPTER 2

NONAPPROPRIATED FUND STANDARD GENERAL LEDGER

1.0 GENERAL

1.1 Purpose

This chapter prescribes policy for the Nonappropriated Fund (NAF) Standard General Ledger (NAFSGL), maintained on the [DoD NAF Accounting](#) website. The NAFSGL is a modified version of the United States Standard General Ledger used for accounting and financial statement reporting to ensure financial statement information is consistent for all Nonappropriated Fund Instrumentalities (NAFIs). The NAFSGL provides for standardization and traceability from the financial statements through the general ledger balances to the source documentation for audit purposes. At a minimum, the Office of the Under Secretary of Defense (Personnel & Readiness) updates and publishes the NAFSGL prior to 1 October of each year. Policies in this chapter apply to all NAFIs and their supporting accounting offices, except the Military Exchanges, which include Army and Air Force Exchange Service, Navy Exchange Service Command, and Marine Corps Exchange.

1.2 Authoritative Guidance

The accounting policies, and related requirements prescribed, are in accordance with the applicable provisions of:

1.2.1. DoD Instruction ([DoDI 1015.15](#)), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;” and,

1.2.2. Financial Accounting Standards Board ([FASB](#)) Accounting Standards Codification ([ASC](#)). Users can [now](#) access the FASB ASC [without charge](#). [This access now includes browsing by topic, searches, and print options.](#)

2.0 REPORTING

2.1 Basic Structure

The general ledger accounts are self-balancing (the total debits equal the total credits) and provide for accounting of business events. The NAFSGL contains a Chart of Accounts and basic common account code elements, including the Installation, Nonappropriated Fund (NAF), Activity, Cost Center, Site, Appropriated Fund (APF)/NAF, and General Ledger Account Code (GLAC). Each Military Department uses the accounts required for its particular financial operations. The NAFIs and Military Departments may not have to use all accounts. See paragraph 3.2 for a description of each common account code element.

2.2 Financial Transactions

All resources acquired and used, and valid claims to and against those resources, are to be recorded as financial transactions. Asset and liability accounts cover the collection and payment of cash, the proper classification of assets (e.g., receivables, prepayments, inventory, and fixed assets), and the recognition and proper classification of liabilities (e.g., accounts payable, wages payable, loan liabilities, and pension liabilities). Revenue and expense accounts measure the realization of revenues from the sale of goods and services, and the recognition of costs through the use and consumption of assets.

3.0 NAFSGL FRAMEWORK

3.1 Reporting

The NAFSGL framework requires reporting by specified common account code elements used to organize data for financial reporting. The current NAF common account code elements include the Installation, NAF Fund, Activity, Cost Center, Site, APF/NAF, and GLAC.

3.2 NAF Common Account Code Elements

3.2.1. Installation. A five-character code used to indicate the Military Service and the location where the NAF program is physically or virtually located. The first digit is an alpha character that serves as a Military Service designator (A=Air Force, R=Army, M=Marine Corps, and N=Navy). The last four digits are a numeric string that designates the installation.

3.2.2. NAF Fund. A three-digit code that indicates the NAF Program Group and the type of NAF operation (e.g. Military Morale, Welfare and Recreation (MWR), DoD Lodging, Military Academy Athletic Fund). More information about NAF Program Groups and the definition of NAFIs is in DoDI 1015.15.

3.2.3. Activity. A three-digit code that indicates a specific program or an operational program of a NAFI designed to increase the well-being of authorized MWR users. An activity identifies operational organizations within the Service structure. Examples include bowling, camping, lodging, and golf.

3.2.4. Cost Center. A three-digit code providing a subset or subaccount used to give a more detailed view of a business activity by identifying the accounting subdivision of a NAFI. NAFIs consist of one or more subdivisions called cost centers. Transactions relating to one operational activity (e.g., military club) are recorded into one or more cost centers (e.g., bar, restaurant, or snack bar).

3.2.5. Site. A two-digit code for similar activities operated at separate physical locations that are associated with the same installation. For example, an installation might have two bowling centers or three clubs. The Service would provide a consecutive number for each similar location (e.g., Bowling Alley X = 01, Bowling Alley Y = 02). If the activity and cost center cannot be

traced to a specific site, use the code "00" to indicate the activity and cost center do not align with a site. If only one physical location exists, use the code "01" to identify the location.

3.2.6. APF/NAF. A one-digit code used to differentiate NAF revenues and expenses from APF revenues and expenses. APF is received from a source outside the NAFI, such as the use of Uniform Funding and Management or a reimbursement to the NAFI for NAF expended when APF is the proper source funding (0 = NAF Only and 1 - 9 = APF).

3.2.7. GLAC. An eight-digit code that is used to record transactions relating to a Service's NAF program assets, liabilities, equity, revenues (income), and expenses. The GLAC is the central repository for accounting data transferred from all sub-ledgers or modules, such as accounts payable, accounts receivable, cash management, fixed assets, purchasing and projects. The first four-digit string refers to the DoD Standard GLAC for DoD reporting. For example, account 1000 = Cash in Bank, account 1770 = Intangible Assets, and account 2000 = Accounts Payable. The last four-digit string refers to the DoD detailed account description for use by the DoD Components. For example, 0001 = Checking, 0002 = Local Checking Account, and 0003 = Local Bank Compensating Balance. A Chart of Accounts on the DoD NAF Accounting website provides a detailed definition of each account for reference.

4.0 NAFSGL ACCOUNTS

4.1 Categories

The NAFSGL uses an eight-digit account numbering system for the GLACs. Within the NAFIs, the NAFSGL supports financial statement reporting at the Program Group level and the consolidated Military Department level. All data must summarize to the four-digit DoD standard GLAC and be traceable to the NAFIs using subaccounts. The following paragraphs discuss the definition of each summary category and the accounts that make up that specific summary category. The general ledger accounts are grouped into the following major summary categories:

<u>Account Numbers</u>	<u>Category</u>
1000	Assets
2000	Liabilities
3000	Net Worth/Equity
4000	Operating Income
5000	Operating Expenses
6000	Non-Operating Income
7000	Non-Operating Expenses

4.2 Assets

Account for assets in the 1000 series of accounts. Current asset accounts consist of cash, investments, receivables, inventories, and other assets or resources that are reasonably expected to be converted to cash or be consumed during the normal operating cycle (12 months or less). Long-term asset accounts consist of NAFI-titled fixed assets, APF-titled fixed assets, and other long-term assets. Chapter 3 contains additional information on assets.

4.2.1. Cash/Investments. Cash and investments are liquid assets, which can be quickly used to carry out operations. Cash consists of coins, paper currency and readily negotiable instruments, cash in bank, foreign currencies, revolving cash funds, cash held in petty cash or change funds, imprest funds, savings, and restricted cash for current operations, and certificates of deposit with an original maturity of three months or less. Investments consists of interest-bearing deposits, certificates of deposit with an original maturity greater than three months but no more than 12 months, and marketable securities. Employee retirement cash and investments (employee 401K, employee retirement, and employee post-retirement medical) must be excluded from a consolidated presentation. The employee retirement cash and investments will distort available NAF.

4.2.2. Receivables. Receivables are amounts due from others when the right to receive funds occurs. This may result from amounts owed by employees, customers, and organizations for amounts earned on products sold and services rendered. Receivables consists of customer receivables, inter- and intra-NAFI receivables, APF receivables, merchant card receivables, claims receivables, employee receivables, accrued interest receivables, allowance for doubtful accounts, and other receivables.

4.2.3. Other Current Assets. Other current assets are prepaid expenses that are payments and expenditures made in contemplation of future benefits or performance. Other Current Assets consists of prepayments for supplies, contracts, insurance, franchise fees, deposits, and advance payments.

4.2.4. Inventory. Inventory consists of goods held for sale in the normal course of business, designated as resale inventory items, and warehouse materials not accounted for as prepaid supplies or fixed assets. Inventory consists of central warehouse inventory, work in progress inventory, and inventory in-transit.

4.2.5. Fixed Assets. Fixed assets are property, plant and equipment purchased, donated, or transferred to NAIs that have an expected life of two or more years. Fixed Assets consists of buildings, land, land improvements, vehicles, aircrafts, boats, furniture, fixtures and equipment, information technology, livestock, assets in progress, fixed assets in-transit when ownership passes to the NAFI before receiving the asset, and accumulated depreciation. Donations of assets and services determined to be material are reported in the financial statements. Donated artifacts should not be included in the financial statements, unless the NAFI: 1) uses or intends to use the artifact in its primary operations outside of its educational function; or 2) sells or intends to sell the artifact and use the proceeds for something other than purchasing another artifact for educational purposes.

4.2.6. Other Long-Term Assets. Other long-term assets are assets not identified in other asset categories. Other long-term assets consist of long-term pension benefit assets, receivables, long-term prepaid expenses, certificates of deposit (more than 12 months), marketable securities, long-term contributions, long-term franchise fees, intangible assets, and long-term royalty and trademark fees. Report pension benefit asset information when the pension plan is overfunded and classified as a long-term asset. Refer to FASB ASC Topic 715, "Compensation-Retirement

Benefits,” and Chapter 11 for reporting guidance. Cash and investments restricted for long-term purposes must be classified and reported on the balance sheet as other long-term assets.

4.3 Liabilities

Account for liabilities in the 2000 series of accounts. Current liability accounts are due on demand or will be due on demand within 1 year and consist of accounts payable, wages payable, interest payable, post-retirement benefit obligations (12 months or less), and other liabilities. Long-term liability accounts are due more than 12 months from the date of the Balance Sheet and consist of loan liabilities, capital lease liabilities, post-retirement benefit obligations (more than 12 months), and other long-term liabilities. Chapter 3 contains additional information on liabilities.

4.3.1. Accounts Payable. Accounts Payable consists of the amounts owed for goods and services.

4.3.2. Post-Retirement Benefit Obligation – Current. Report the current obligation when the pension plan is underfunded (plan assets are less than the plan benefit obligation). Report obligation information when the pension plan is underfunded and classified as a current liability as determined and provided by the pension provider. This includes any other post-retirement benefit plan, such as retiree health care. The benefit obligation is the accumulated post-retirement benefit obligation. Refer to FASB ASC Topic 715 and Chapter 11 for reporting guidance.

4.3.3. Other Current Liabilities. Other Current Liabilities consists of various payables, including loans, leases, interest, wages, taxes, and unearned income.

4.3.4. Long-Term Loans Payable. Long-Term Loans Payable consists of the amount of loans and notes that will be paid in more than 12 months.

4.3.5. Post-Retirement Benefit Obligation – Long-Term. Report the long-term obligation when the pension plan is underfunded (plan assets are less than the plan benefit obligation). Report obligation information when the pension plan is underfunded and classified as a long-term liability as determined and provided by the pension provider. This includes any other post-retirement benefit plan, such as retiree health care. The benefit obligation is the accumulated post-retirement benefit obligation. Refer to ASC Topic 715 and Chapter 11 for reporting guidance.

4.3.6. Other Long-Term Liabilities. Other Long-Term Liabilities consists of the amount of leases and claims that will be paid in more than 12 months.

4.4 Net Worth/Equity

Account for Net Worth/Equity in the 3000 series of accounts. Net Worth consists of retained earnings, transferred equity, workers’ compensation reserves, equity reserves, undistributed profits and net income, unrealized gains and losses, and other equity transactions. The pension cost liability account records any adjustment made to the existing pension balances in the Balance Sheet. Post these adjustments as an offset to the equity account in the Balance Sheet as either an addition or reduction to Net Worth. Account for these temporary adjustments in the Net Worth

section of the Balance Sheet in the same manner as the unrealized gains and losses on investments pursuant to FASB ASC Topic 320, "Investments–Debt Securities." In addition, do not include these temporary adjustments in the net worth calculation. Refer to ASC Topic 715 for reporting guidance.

4.5 Operating and Non-Operating Income

Classify income as either operating (4000 series) or non-operating (6000 series).

4.5.1. Operating Income. Account for operating income in the 4000 series of accounts. Examples of operating income accounts include gross sales income, participation fees income, concessionaire income, rental income, amusements income, gaming income, reimbursement income, and other operating income. Chapter 5 contains additional information on income.

4.5.2. Non-Operating Income. Account for non-operating income in the 6000 series of accounts. Examples of non-operating income include interest income, rebates income, subsidy income, exchange dividend income, unusual and/or infrequent income, and other non-operating income.

4.6 Operating and Non-Operating Expenses

Classify expenses as either operating (5000 series) or non-operating (7000 series).

4.6.1. Operating Expenses. Account for operating expenses in the 5000 series of accounts. Examples of operating expenses include purchases, cost of goods sold, depreciation expense, wage expense, tax expense, retirement expense, supplies expense, communication expense, utilities expense, travel expense, claims expense, entertainment expense, bad debt expense, unemployment compensation/other employee benefit expense, and other operating expense. Chapter 5 contains additional information on expenses.

4.6.2. Non-Operating Expenses. Account for non-operating expenses in the 7000 series of accounts. Examples of non-operating expenses include interest expenses, unusual and/or infrequent expenses, costs incurred in acquiring historical artifacts, unusual and/or infrequent expenses, and other non-operating expenses.

VOLUME 13, CHAPTER 3: “ASSETS, LIABILITIES, AND NET WORTH”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [***bold, italic, blue, and underlined font***](#).

The previous version dated [May 2023](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Verified and updated references, hyperlinks and formatting to comply with current administrative instructions.	Revision
3.6.1, 3.6.1.1.1	Updated guidance to reflect new asset capitalization threshold of \$7,500 per Office of the Deputy Assistant Secretary of Defense, Military Community and Family Policy, effective June 6, 2024.	Revision

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CHAPTER 3

ASSETS, LIABILITIES, AND NET WORTH

1.0 GENERAL

1.1 Purpose

This chapter prescribes the accounting policy and related requirements for Nonappropriated Fund (NAF) assets, liabilities, and net worth. NAF Instrumentality (NAFI) programs and facilities must be operated, maintained, and funded as an integral part of the DoD personnel and readiness program. Policies in this chapter apply to all NAIs and their supporting accounting offices (AOs) to include the Military Exchanges, which include Army and Air Force Exchange Service, Navy Exchange Service Command, and Marine Corps Exchange.

1.2 Authoritative Guidance

The accounting policy and related requirements prescribed are in accordance with the applicable provisions of:

1.2.1. DoD Instruction ([DoDI 1015.15](#)), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;”

1.2.2. [Financial Accounting Standards Board](#) Accounting Standards Codification ([ASC](#)). Users can now access the ASC without charge. This access now includes browsing by topic, searches, and print options;

1.2.3. [DoDI 4105.67](#), “Nonappropriated Fund (NAF) Procurement Policy and Procedure;” and

1.2.4. Title 5, Code of Federal Regulations (CFR), Part 1315 ([5 CFR Part 1315](#)).

2.0 CHART OF ACCOUNTS

The NAF Standard General Ledger (NAFSGL) chart of accounts, to include definitions and general ledger account codes (GLACs) for asset, liability, and net worth accounts, is maintained on the [DoD NAF Accounting website](#). NAF accounting systems that are used by the Military Exchanges are exempt from using this chart of accounts. A separate Defense Resale Activities chart of accounts, for use by the Military Exchanges, is also available on the DoD NAF Accounting website.

3.0 ACCOUNTING REQUIREMENTS FOR ASSETS

The NAFSGL contains eight categories in the assets group: Cash, Investments, Receivables, Inventories, Other Current Assets, NAFI-Titled Fixed Assets, Appropriated Fund (APF)-Titled Fixed Assets, and Other Long-Term Assets. Specific accounting requirements related to these categories are outlined in paragraphs 3.1 through 3.7.

3.1 Cash

NAF cash must be maintained in financial institutions that are U.S. federally insured or designated by the [U.S.](#) Department of Treasury. Cash consists of: coins; paper currency; readily negotiable instruments, such as money orders, checks, and bank drafts on hand or in transit for deposit; amounts on demand deposit with banks or other financial institutions; and foreign currencies, which, for accounting purposes, should be translated into U.S. dollars at the exchange rate on the financial statement date. Additionally, all sales of merchandise or services using credit cards must be recorded as cash at the time of sale.

3.1.1. Cash in Bank

3.1.1.1. Reconciliation of Bank Accounts. Designated accounting personnel must reconcile all bank statements or reports on a monthly basis. Any discrepancies found are reported immediately to NAFI management. To maintain separation of duties, the person performing the reconciliations cannot be any person associated with the collection or disbursement of funds.

3.1.1.2. Blank Check Stock. The AO must designate someone to maintain the records and control the blank check stock. For security reasons, this person cannot be one of the check writers. Checks are sequentially pre-numbered and stored in a locked container, which must be either a built-in vault or a safe that is burglary resistant and is fire resistant for a minimum period of two hours. For additional guidance on securing blank check stock, refer to Volume 5, Chapter 3.

3.1.1.3. Check Signing Equipment. There are three components to check signing equipment: a signature plate, a key to the machine, and the machine itself. The signatory maintains the signature plate, and a designated person, other than the signatory, maintains the key to the machine and a log to record machine usage. Whenever operating the machine, the authorized operator enters the beginning and ending readings, date, and their initials in the log. In addition to signature plates, there are other media acceptable for signing checks, e.g., digitized signatures. For comprehensive guidance on check signing, refer to Volume 5, Chapter 7.

3.1.1.4. Change of Signatory. When a change of signatory occurs, destroy the signature plates and notify the bank. A certificate of destruction is prepared, signed by two witnesses and the successor signatory, and maintained in the AO. Refer to Volume 5, Chapter 7 for additional information on the destruction of signature media.

3.1.2. Foreign Currency. For guidance on exchange rate fluctuations, refer to Volume 5, Chapter 13.

3.1.3. Change Funds

3.1.3.1. Accounting for Change Funds. Upon initial issuance of the change fund, the NAFI's cash account is reduced and the appropriate asset account (change funds issued) is increased. Increases to these funds must be requested in writing from the NAFI custodian (see DoDI 1015.15 for definition of NAFI custodian). The AO issues a check for the approved amount and increases the asset account accordingly.

3.1.3.2. Replenishment of Change Funds. The NAFI manager or designee must replenish the funds at the end of the day with cash received from operations as long as all the daily net receipts are deposited in total. Before replenishing the funds, the NAFI manager or designee must ensure all checks cashed from these funds are deposited daily. In no case will the NAFI manager or designee exchange dollars for foreign currency, except as provided in Volume 5, Chapter 13.

3.1.4. Petty Cash Funds. Disbursements from the petty cash fund are recorded to the applicable expense accounts in the month that the petty cash is disbursed by the petty cash custodian.

3.1.4.1. Establishing a Petty Cash Fund. Each NAFI must comply with the following guidelines when establishing a petty cash fund.

3.1.4.1.1. Each manager within a NAFI appoints, in writing, individuals to act as petty cash custodians.

3.1.4.1.2. The amount of a petty cash fund will not exceed one month's requirements.

3.1.4.1.3. Any one transaction will not exceed \$500, and transactions will not be fragmented to circumvent this limitation. A higher limit may be approved by the Military Service proponent for NAF financial management for purchases made in foreign currency, if currency rates so warrant. This increase must be reviewed on an annual basis.

3.1.4.1.4. In foreign locations, NAFIs may have one petty cash fund in the local foreign currency as well as one in U.S. dollars. If NAFIs give cash bingo prizes in both dollars and foreign currency, two bingo petty cash funds must be established.

3.1.4.1.5. NAFIs must not use petty cash funds for cashing checks or paying salaries and wages.

3.1.4.2. Replenishment of Petty Cash Funds. The AO provides the fixed amount to the individual appointed as the petty cash custodian. Disbursements are made by the petty cash custodian and a petty cash voucher is completed to support each transaction. The petty cash custodian will submit a request with the petty cash vouchers and receipts (or equivalent) to the AO to replenish the petty cash fund as needed, but not later than the last day of each month. The AO will issue a check payable to the petty cash custodian, by name, to reimburse the fund.

3.2 Investments

For guidance on management of investments policy, refer to DoDI 1015.15.

3.3 Receivables

Receivables are amounts owed to the NAFIs for sales of merchandise, services, or dues. Receivables may result from amounts owed by [APF's](#), [Uniform Funding and Management \(UFM\) processes](#), employees, members, customers, and organizations for dues, fees, charges, rentals, credit sales (except sales of merchandise or services using credit cards, per paragraph 3.1), or travel advances. Receivable records are maintained to ensure transactions accurately identify each debt and its respective debtor. Receivable subsidiary records are reconciled on a monthly basis to the general ledger control accounts. Refer to the NAFSGL for a complete listing of receivable accounts and their definitions.

3.3.1. Accounting for Customer Accounts Receivable. A subsidiary ledger is maintained for each individual account. Dues are charged monthly where applicable. Monthly statements are sent to members or participants of the NAFIs that permit charge sales, charge dues, or deferred payments. Account balances are due and payable on the first day after the statement date. Current month dues are treated the same as current month charge sales and normally become payable the first day after the statement date. If the DoD Component authorizes delinquent fees, then they are established as a customer receivable and charged to the delinquent account each month.

3.3.2. Aged Customer Accounts Receivable Reports. An aged customer accounts receivable report is prepared for all NAFIs with internal credit systems. The aging report, at a minimum, will include the following: over 30 days (second billing statement), over 60 days (third billing statement), and over 90 days (fourth billing statement).

3.3.3. Allowance for Doubtful Accounts. ASC, Topic [326](#), Subtopic [20](#), Section [30](#) (ASC [326-20-30](#)) and ASC 450-20-25-2 require the accrual of losses from uncollectible receivables if a loss is probable and the amount of the loss can be reasonably estimated. NAFIs must create and use an allowance for doubtful accounts for bad debts ([credit losses](#)) in the current accounting period. When using the allowance method for bad debts ([credit losses](#)), NAFIs must determine and record the amount of accounts receivable estimated to be uncollectible at the end of each reporting period. The estimated amount to record is based on a review of the average write-offs of accounts receivable, which is based on historical data. Supporting documentation for the calculation and associated adjustment must be maintained for audit purposes. Adjust the allowance for doubtful accounts to cover those accounts expected to become uncollectible during the next reporting period.

3.4 Inventories

Inventory is merchandise or supplies on hand, or in transit, at a particular point in time. Inventory held for sale or resale consists of goods to be sold in the normal course of business. Merchandise held on consignment is not included as part of inventory. A value is assigned, which represents the cost of acquisition. When the goods are sold, the value assigned is used to determine

profit for the accounting period, as shown on the income statement, and to report assets on the balance sheet at the end of the accounting period.

3.4.1. Accounting for Inventory

3.4.1.1. Inventory Subsidiary. Inventories must be valued and recorded at cost, as required by ASC 330-10-30. The DoD Components must prescribe the method for determining cost (e.g., first in first out, last in first out, moving average) as long as the method is consistently applied and disclosed in the notes to the financial statements. The Military Exchanges must use the retail inventory method to account for retail merchandise. The cost of merchandise will include freight, distribution, purchase charges, insurance, and handling charges if they can be associated to specific items. If they cannot be identified to specific items, then record directly against the appropriate expense account. In determining the cost of purchased property or goods, discounts must be deducted from the price billed, and the cost of purchased property must be recorded, net of discounts. The value of discounts not taken must be charged to operations. If cash discounts are not material to warrant changing individual prices, then the amount of the discount is credited to the purchases account and not to individual items. Discounts lost and excise taxes paid are not included in the cost of merchandise but are recorded in the applicable operating expense account.

3.4.1.2. Stock Record. The stock record is used to record resale merchandise and supplies in a warehouse or storeroom. It requires a complete description of the merchandise and all pertinent information regarding receipt and issue.

3.4.1.3. Spoilage, Breakage, Obsolete Material, Customer Complaint, or Reject Items. Immaterial losses of inventory resulting from spoilage, breakage, obsolescence, rejection, or constant customer complaint items are absorbed in cost of goods. Material losses are recorded in a Spoilage and Breakage expense account for the applicable operation.

3.4.1.4. Consigned Merchandise and Tickets. Merchandise held on consignment is maintained and accounted for by the consignor. Revenue is to be recognized only once the consignment tickets have been sold to a third party purchaser. At that time, any selling costs and any costs due to the consignor are expensed. NAFIs only maintain inventory of consigned merchandise for accountability purposes. These items are physically inventoried monthly or at the end of an event for tickets (whichever comes first). In accordance with ASC 606, this inventory is not recorded in the general ledger. Tickets purchased for resale are to be recorded as inventory in the general ledger.

3.4.2. Physical Counts of Inventory. Inventories are required to be physically counted. The following are policies related to physical inventories of merchandise.

3.4.2.1. The inventory list is printed in the same sequence in which the merchandise is stored or arranged for display or in stock record number sequence.

3.4.2.2. A cutoff date is established for sales, issues, returns, adjustments, and transfers so inventory quantities and related accounting entries can be recorded.

3.4.2.3. Merchandise received during the inventory count is not counted unless the payable or payment will be recorded in the general ledger as of the inventory cutoff date.

3.4.2.4. Merchandise sold during the physical count is included in the inventory count if the sale and receivable is recorded in the general ledger after the cutoff date. The merchandise is not included in the count if the related sale and receivable or cash received will be recorded in the general ledger before the inventory cutoff date.

3.4.2.5. Physical inventory is conducted separately for each department.

3.4.2.6. Inventories of merchandise held on consignment are separate from NAFI-owned merchandise. Inventory lists are prepared for each owner of the goods.

3.4.2.7. At the conclusion of the inventory count, any discrepancies are provided to the NAFI custodian for resolution. The general ledger (i.e., Inventory, Central Warehouse Inventory, Purchases, and/or Purchases Discounts and Allowances GLACs) is then adjusted to match the physical count that was observed by the observation team. See DoDI 1015.15 for information on reporting fiduciary responsibility and investigations.

3.4.3. Physical Inventory Observation. At least annually, the physical inventory counts are observed by at least one person who is independent of the NAFI conducting the physical count. The objective of the count is to verify the inventory to determine the accuracy of the accounting records. Since it is frequently impractical to observe all physical inventories at one time, the observations may be staggered throughout the year.

3.5 Other Current Assets

Other Current Assets are short-term prepaid expenses that are payments and expenditures made in contemplation of future benefits or performance. Other Current Assets also consists of prepayments for supplies, contracts, insurance, franchise fees, deposits, and advance payments that are not material enough for a separate line item disclosure. Prepaid expenses are accounted for in multiple accounts in the Other Current Assets category (refer to the NAFSGL for a complete list of accounts and definitions). Under the prepaid concept, payments made for expenses that apply to a specific period of time are amortized over that period. Any unexpired portion of that expense is shown as a prepaid asset. An advance or prepayment is never amortized for more than its expected usage. Monthly expenses are computed and prorated over each month of the period covered by the advance or prepayment. If the advance or prepayment is for supplies, it is expensed based on expected usage provided by the NAFI custodian. The unexpired prepaid expense subsidiary is reconciled to the related control account. The accounting principle of materiality (see Chapter 1) must be considered before employing the prepaid concept.

3.6 NAFI-Titled Fixed Assets and APF-Titled Fixed Assets

Fixed assets are captured under two categories in the NAFSGL: NAFI-Titled Fixed Assets and APF-Titled Fixed Assets. Each category has similar accounting treatment, and the same accounts are listed under each category (refer to NAFSGL for a listing of all fixed assets).

* 3.6.1. Accounting for Fixed Assets. Fixed assets purchased with NAFs, donated, or transferred to a NAFI with a useful life expectancy of two or more years and an acquisition cost of \$7,500 or more must be capitalized. [Services with more stringent asset capitalization threshold policies may follow their internal policy](#). This applies to single items purchased or transferred to a NAFI, or multiple items that are identical and purchased or transferred to the NAFI at the same time.

3.6.1.1. Acquisition Cost. Unless otherwise stated in the following subparagraphs, fixed assets are recorded at cost plus any expenditures necessary to place those assets into use as intended (e.g., installation, freight, testing, and legal fees to establish title). The NAFI can apply purchase discounts to reduce these costs; however, late payment interest penalties must not be capitalized. Interest expenses incurred as part of the acquisition cost of fixed assets will be capitalized.

* 3.6.1.1.1. Assets Purchased in Quantity. All Services are to set the minimum threshold for asset capitalization of assets purchased in quantity at a purchase cost equal to or greater than \$7,500. Services with more stringent asset capitalization threshold policies may follow their internal policy. Additionally, the assets purchased in quantity should be identical items and have a life expectancy of two years or more. The whole room capitalization concept used by the lodging and entertainment industry (i.e., when hotel rooms are furnished, all items for all rooms are purchased at one time and are all capitalized together as one room), and composite purchase capitalization, are both permitted to be used when capitalizing assets purchased in quantity. All other criteria for fixed assets listed in subparagraph 3.6.1 must be met.

3.6.1.1.2. Trade-In Assets. When an asset is traded in at the time of purchase, the new asset is recorded at the amount of the monetary consideration paid, plus the trade-in allowance for the old asset. The acquisition cost and accumulated depreciation of the traded-in asset are removed from the accounting records. If the trade-in allowance is less than the book value of the old asset, then a loss will result. These losses are recorded in the “Other Non-Operating Expense” GLAC of the NAFI. If the trade-in allowance is more than the book value of the old asset, then the difference is subtracted from the acquisition cost of the new asset. No gain is recognized.

3.6.1.1.3. Assets-in-Progress. Assets-in-progress include all costs attributable to a construction project (i.e., building and improvements). This includes, but is not limited to, construction of new buildings, renovation of existing buildings, and fixed assets that are purchased as part of the project. The DoD Components must utilize construction-in-progress to accumulate the cost of real property construction projects. The AO records amounts based on the documentation supporting the contract completion. When progress payments to contractors are based on a percentage of completion clause, record the amount of payments due or paid. In addition to costs related to a construction project, fixed assets received but not billed must be recorded. The AO will transfer the accumulated cost of assets-in-progress to the appropriate fixed asset account and commence depreciation on the date of receipt shown on the asset receiving document in cases where no installation is required, the date installed (if required), or the date the asset is available for use. NAFI management establishes the facility depreciation periods according to guidance in Volume 4. Fully depreciated buildings are to be maintained on the NAFI accounting books until the asset is disposed of either through a sale or retirement.

3.6.1.1.4. Donated or Transferred Assets. Record donations of assets and services material to the financial statements. Assets donated or transferred without the expenditure of funds are recorded at the fair market value on the date the asset was donated or transferred. If the fair market value cannot be determined, then the amount recorded is the book value of the donated asset in the donor's accounting records. Donated artifacts should not be included in the financial statements unless the NAFI: 1) uses or intends to use the artifact in its primary operations outside of its educational function, or 2) the NAFI sells or intends to sell the artifact and use the proceeds for something other than purchasing another artifact for educational purposes.

3.6.1.1.5. Nonmonetary Exchanges. When assets are exchanged between NAFIs without monetary consideration, it is called a nonmonetary exchange. The assets received in such exchanges are recorded on the books of the gaining NAFI at the net book value of the losing NAFI. The offsetting entry is to the "Realized Gains and Losses for Sale of Fixed Asset Income" GLAC on both the gaining and the losing NAFI.

3.6.1.1.6. APF Property Obtained for Free. These assets are recorded separately from other fixed assets because title and control of these assets remain with APFs. For APF fixed assets expected to benefit more than one accounting period, any acquisition costs such as repairs, transportation, installation, and any subsequent outlays that extend the useful life of the asset are recorded and depreciated over the useful life of the asset. For APF fixed assets held one year or less, all costs are an expense for the period the asset is held.

3.6.1.1.7. Other Fixed Assets. Fixed assets acquired through Utilization Support and Accountability (USA) process, UFM process, or [10 U.S.C. § 2492](#) authority are NAFI assets, unless APF-titled. Proceeds from the disposition of these assets revert to the NAFI. Further information on USA, UFM practices, and 10 U.S.C. § 2492 authority is included in DoDI 1015.15.

3.6.1.1.8. Artifacts. Artifacts are historical treasures or heritage assets held primarily for educational purposes in a museum with measures taken to preserve the asset. Costs incurred in acquiring artifacts must be recorded as a non-operating expense and not recognized as part of the asset value, or depreciated.

3.6.1.2. Lease Disclosures. If either capital or operating leases are material, the information concerning the leases is disclosed in the NAFI financial statement footnotes. [Refer to ASC Topic 842 for additional information on leases.](#)

3.6.1.3. Subsequent Expenditures. Subsequent expenditures for fixed assets fall into three categories: repair and maintenance, improvements, and additions. The objective is to match the expenditures with the period benefited. Therefore, expenditures that benefit only the current period are expensed and expenditures that benefit future periods are capitalized.

3.6.1.3.1. Repair and Maintenance. Expenditures in this category are designed to prevent an asset from deteriorating (e.g., painting the interior of the enlisted club) or to return the asset to its original level of performance (e.g., a tune-up on a motor vehicle). These expenditures do not improve the performance of the asset or extend the life of the asset; therefore, these expenditures are expensed in the period incurred.

3.6.1.3.2. Improvements. Improvements are expenditures that extend the useful life of an asset (e.g., an engine overhaul on a motor vehicle) or improve original asset performance. Improvements are capitalized and depreciated.

3.6.1.3.3. Additions. Expenditures which increase the size of an asset (e.g., adding a new section to the club) are called additions. Additions are capitalized and depreciated.

3.6.1.4. APF-Titled Fixed Assets. A unique aspect of NAF accounting is that some assets, particularly buildings, are purchased using NAFs, and the NAFI has exclusive use, but the title rests with the U.S. Government. NAF procured property or facilities may be transferred to APF for maintenance when allowed by the Military Service regulations. Upon receipt of approved documentation from NAFI management, record these items in the NAF property records and general ledger as APF-Titled Fixed Assets (signifies government title) and commence depreciation. Assets acquired by Memorandum of Agreement where title and maintenance are transferred to an APF, are not depreciated in the NAF accounting records.

3.6.1.5. Fixed Assets in Transit. The NAFI may receive title to fixed assets and may make payment for fixed assets before the NAFI has physical possession of the property. Typically, this happens when property destined for a NAFI overseas is delivered to a stateside port for over-water transportation by government means. Payment is made based on the receipt at the port and is recorded to the appropriate fixed asset account. [When asset reaches final transit location, begin](#) depreciation on the date of receipt shown on the asset receiving document in cases where no installation is required, the date installed (if required), or the date the asset is available for use.

3.6.1.6. Disposition of Property. Disposal means that the NAFI activity manager/custodian has physical control of the item and disposes of it. Documents are prepared and approved by the NAFI activity manager/custodian for the disposition of fixed assets. When property is transferred to APFs, it is evidenced on the form required by APFs.

3.6.1.7. Physical Fixed Asset Inventory. A physical inventory of all fixed assets will be conducted at least annually and observed by at least one person who is independent of the NAFI conducting the physical count. The objective of the count is to verify the inventory to determine the accuracy of the accounting records. When it is impractical to perform this inventory all at one time, the NAFI may schedule and conduct the physical inventory by area.

3.6.1.8. Property Subsidiary Ledger. Property subsidiary ledgers serve as property control records. At a minimum, the property subsidiary ledger must list each piece of property, acquisition date, acquisition value, useful life, depreciation to date, and current book value. This subsidiary ledger can be either automated or manual, but if automation is available, it must be used. The NAFI prepares the documentation necessary to change any data on the subsidiary ledger records, even when no general ledger entries are required, e.g., fixed assets transferred from one location to another within the same NAFI.

3.6.1.9 Claims. When an insured asset is destroyed or damaged and the claim is settled, the affected accounts are adjusted. Usually claim settlements do not exceed the acquisition value less accumulated depreciation of the property destroyed (book value).

3.6.1.10. Depreciation. DoD Components must utilize the straight-line method of depreciation, and must prescribe the useful lives of assets and disclose them in the notes to the financial statements. Tangible fixed assets, except construction-in-progress, must be depreciated over their expected useful lives. Accounting for depreciation as an operating expense is an integral part of the accrual basis of accounting. Accordingly, all NAF activities recognize depreciation of their fixed assets. Refer to Volume 4 for the requirements for salvage value to be subtracted from the acquisition cost of fixed assets before computing depreciation.

3.6.1.10.1. Assign an expected useful life within the following parameters:

Asset	Useful Life in Years
Buildings	30 – 40
Building Improvements	5 – 20
Furniture, Fixtures, & Equipment	2 – 10
Vehicles	2 – 10
Aircraft Engine Overhaul	2 – 6
Aircraft Avionics, Interior, Painting	2 - 5
Aircraft	5 – 10
Boats	2 – 15
Computer Hardware	2 – 10
Computer Software	2 – 5
Land Improvements	15 – 25
Land Rights of Limited Duration	Over Specified Duration
Leasehold Improvements	Lesser of the Remainder of Lease Period or 20 Years
Sewers & Other Utilities (excluding items like fiber optic cable)	10 – 50
Steam and Electric Generation Equipment	20
Other Water Transportation Equipment (e.g., barges, tugs)	15 – 20
Livestock (e.g., Horses) & Breeding Livestock	2 – 10
Relocatable/Portable Buildings	2 – 10

3.6.1.10.2. For NAF capital assets whose titles are transferred to APFs, but are still used by the NAFI, continue to depreciate these fixed assets on the NAFIs book until the items are fully depreciated. Fully depreciated assets which are still in use by the entity are to be reported on the balance sheet until disposed of via sale or retirement.

3.6.1.10.3. Commence depreciation on the date of receipt shown on the asset receiving document in cases where no installation is required, the date installed (if required), or the date the asset is available for use, regardless of whether the asset is actually used. In the

case of constructed real property, depreciation will commence when the building is available for use, regardless of whether the building is fully occupied.

3.6.1.10.4. If an asset remains in use longer than its estimated useful life, it will be retained in the property accountability or management system, as well as in the accounting records, and the record will reflect both its recorded cost and accumulated depreciation until its disposition.

3.6.1.10.5. Depreciation of real property must not be accelerated at installations approved for realignment, closure, or re-stationing. Upon actual closure of the facility, the undepreciated value must be expensed in the applicable extraordinary expense account.

3.6.2. Information Technology Assets. In accordance with ASC 350-40-35-4, internal-use software will be amortized on a straight-line basis unless another systematic and rational basis is more representative of the software's use. Software acquired for research and development with no alternative future use will be amortized over the period of the project as opposed to the normal life-cycle amortization. Refer to Volume 4, Chapter 27 for detailed guidance.

3.7 Other Long-Term Assets

Other Long-Term Assets include those not identified in other asset lines of accounting that are held for longer than 1 year. Other Long-Term Assets consists of long-term pension benefit assets, long-term receivables, long-term prepaid expenses, long-term leases and capital leases, certificates of deposit (more than 12 months), marketable securities, long-term contributions, long-term franchise fees, intangible assets, and long-term royalty and trademark fees. Report pension benefit asset information when the pension plan is overfunded and classified as a long-term asset. Refer to ASC 715, "Compensation-Retirement Benefits," and Chapter 11 for reporting guidance. Cash and investments restricted for long-term purposes will be classified and reported on the balance sheet as other long-term assets.

4.0 ACCOUNTING REQUIREMENTS FOR LIABILITIES

The NAFSGL contains two categories in the liabilities group: Current Liabilities and Long-Term Liabilities. Current liabilities are due on demand or will be due on demand within 1 year; whereas, long-term liabilities are amounts due over a period of time longer than 1 year from the date of the balance sheet. Specific accounting requirements related to liabilities are outlined in paragraphs 4.1 through 4.3.

4.1 Recognition of Liabilities

Liabilities arise from the acquisition of goods or services. Accounts payable must be recognized upon receipt of services or when accepting title to goods. Under accrual accounting, accrued liabilities are recorded for goods or services which have been provided but for which invoices have not yet been received; and therefore, not yet included in accounts payable.

4.2 Contingent Liabilities

Contingencies are existing conditions, situations, or circumstances involving uncertainty as to possible gain or loss that will ultimately be resolved when one or more future events occur or fail to occur. Loss contingencies are accrued when the outcome is probable and the amount is reasonably estimable. Do not record gain contingencies. When a contingency is identified, the AO will footnote the year-end Military Service level consolidated financial statements explaining the contingency and the potential for gain or loss. See ASC 450-20-25 for more information on recording contingent liabilities.

4.3 Accountability for Liabilities

The NAFI manager or designee is responsible for approving the disbursement of NAFs. The AO is not authorized to make disbursements without the approval of the NAFI manager or designee or as authorized in this Regulation.

5.0 PAYMENT OF LIABILITIES

5.1 Documentation Required for Payment

DoDI 4105.67 provides policy and responsibility for procurements using NAFs. NAFIs must also comply with the Prompt Payment Act in accordance with 5 CFR 1315. The following documentation is required prior to payment of liabilities.

5.1.1. General. NAFIs will submit the following documents, properly prepared and authenticated, to the AO to support payment for procurements:

5.1.1.1. Procurement document, e.g., purchase order (PO), contract, blanket purchase agreement, or similar documents;

5.1.1.2. [DoD \(DD\) Form 250](#), Material Inspection and Receiving Report, or other signed document that provides evidence goods were accepted or services were received; and

5.1.1.3. Vendor invoice or claim for payment. The invoice or claim may be for a specific delivery or for deliveries made over a specified period.

5.1.2. Overseas Shipments. The AO must receive a vendor invoice and proof of shipment before payment can be made on overseas shipments. These payments may be made prior to receipt or acceptance of goods.

5.1.3. Partial Shipments. The NAFI will submit to the AO a DD 250 or locally produced receiving report showing receipt and acceptance of goods. The form must have "Partial Shipment" written on the top. The AO will establish an accounts payable open item. When the AO receives the invoice for the partial shipment, payment will be processed and the supporting documents will be annotated as partial shipment received.

5.2 Purchases From Other NAFIs

When a NAFI purchases goods or services from another NAFI, a [DD 1149](#), Requisition and Invoice/Shipping Document, or similar form will be submitted to the AO to support the transaction.

5.3 Purchases From the Government

NAFI purchases of goods or services from the Government (e.g., bills from APFs) are not usually supported by a procurement instrument. The NAFI will submit a DD 250 or other signed document to the AO to support the payment.

5.4 POs, Vendor Invoices, and Receiving Reports

5.4.1. POs. A PO is a document issued by the NAFI to a seller, indicating the type, quantity, and agreed price for goods or services to be provided. Sending a PO to a supplier constitutes a legal offer to buy goods or services. Acceptance of a PO by a seller forms a contract between the NAFI and the seller.

5.4.2. Vendor Invoices. A vendor invoice represents a claim against NAF. All invoices must be date stamped at time of receipt and meet Prompt Payment Act criteria in accordance with 5 CFR 1315.

5.4.3. Receiving Reports. A receiving report is a document prepared by the receiving activity to document the receipt of services or acceptance of goods.

5.5 Discounts

For NAFIs, a discount is the amount deducted from the total amount of the invoice when goods are supplied “Free on Board (FOB) destination.” If the goods are supplied “FOB other” and a separate freight charge is shown, then the discount is taken on the cost of goods only. The FOB delivery terms are shown on the PO.

5.6 Prompt Payment Act

The Prompt Payment Act, 5 CFR 1315, requires Federal agencies (including NAF activities) to make payments in a timely manner. If a payment to a contractor is late, then an interest payment is due to the contractor. This interest payment is made without contractor request. A notice stating the amount of the interest penalty, the number of days late, and the rate used for calculation accompanies the interest payment.

6.0 ACCOUNTING REQUIREMENTS FOR NET WORTH

Net Worth or Equity consists of capital invested in NAFIs plus (minus) the net income (loss), resulting from operations since inception. Transactions into and out of equity are limited to net income, net losses, and entries associated with the establishment of the fund, as well as certain adjustments. Adjustments are rare and might include certain accounting principle changes, prior

period adjustments greater than one percent (1%) of the assets in the consolidated balance sheet (or less than 1% but deemed material), and distribution of capital. The NAFSGL contains one category in the net worth/equity group: Net Worth/Equity. Specific accounting requirements related to this category are outlined in paragraphs 6.1 and 6.2.

6.1 Accounting for Net Worth/Equity

6.1.1. When a new NAF organization with preexisting capital is authorized, the capital is recorded as equity. As an example, preexisting capital is a factor when a private association converts to a membership association. Equity is disestablished when a NAF organization is dissolved.

6.1.2. Equity may be distributed by declaring dividends to other NAF organizations. An example is dividends paid by installation restaurants. Special grants for new construction and facility improvements are another method of distributing equity. The declaration of dividends by the Military Exchanges and the distribution of grants must be recorded and reported as decreases in equity. The receipt of Military Exchange dividends and of grants that support recurring operations must be recorded as non-operating income. The receipt of grants for capital items must be recorded as equity transactions. Equity is transferred in the form of cash or other assets.

6.2 Other Equity Transactions

6.2.1. The Other Equity or Earnings general ledger account consists of transfers in and out of equity that will be limited to:

6.2.1.1. Net income;

6.2.1.2. Net losses;

6.2.1.3. Declaration of dividends by Military Exchanges;

6.2.1.4. Prior year material corrections;

6.2.1.5. Components of other comprehensive income (loss) prescribed by ASC 220-10-45-10A;

6.2.1.6. Entries associated with the establishment, disestablishment, or consolidation of NAFIs; and

6.2.1.7. Distribution and receipt of capital.

6.2.2. Refer to Chapter 1 for information on materiality.



DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

CHAPTER 4: "ARCHIVED"

**UNDER SECRETARY OF DEFENSE
(COMPTROLLER)**

VOLUME 13, CHAPTER 5: “INCOME AND EXPENSES”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [***bold, italic, blue, and underlined font***](#).

The previous version dated [April 2023](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Updated hyperlinks and formatting to comply with current administrative instructions.	Revision

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CHAPTER 5

INCOME AND EXPENSES

1.0 GENERAL

1.1 Purpose

This chapter prescribes the standard policies surrounding DoD Nonappropriated Fund (NAF) income and expenses. NAF instrumentality (NAFI) programs and facilities must be operated, maintained, and funded as an integral part of the DoD personnel and readiness program. Policies in this chapter apply to all NAIs and their supporting accounting offices (AOs). This includes the Military Exchanges (Army and Air Force Exchange Service, Navy Exchange Service Command, and Marine Corps Exchange), with the exception of policies related to the Nonappropriated Fund Standard General Ledger (NAFSGL), as Exchanges are not required to use the NAFSGL.

1.2 Authoritative Guidance

The accounting policy and related requirements prescribed are in accordance with the applicable provisions of:

1.2.1. [Financial Accounting Standards Board](#) Accounting Standards Codification ([ASC](#)). Users can now access the ASC without charge. This access now includes browsing by topic, searches, and print options;

1.2.2. DoD Instruction ([DoDI 1015.15](#)), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;” and

1.2.3. Title 10, United States Code ([U.S.C.](#)), sections 2241, 2491, 2492, 7459, 8478, and 9459 ([10 U.S.C. § 2241](#), [10 U.S.C. § 2491](#), [10 U.S.C. § 2492](#), [10 U.S.C. § 7459](#), [10 U.S.C. § 8478](#), and [10 U.S.C. § 9459](#)).

2.0 CHART OF ACCOUNTS

The NAFSGL Chart of Accounts, to include definitions and general ledger account codes for income and expense accounts, is maintained on the [DoD NAF Accounting](#) website. A separate Defense Resale Activities chart of accounts, for use by the Military Exchanges, is also available on the DoD NAF Accounting website.

3.0 INCOME STANDARDS

3.1 Recognition

In accordance with ASC, Topic 605, Subtopic 10, Section 25, NAFIs must recognize revenue (classified as “income” in the NAFSGL) when it is realized or realizable. Earned income is recognized at the time of delivery of the goods or performance of the service. If cash or credit payments are received prior to time of delivery or performance, then income is unearned and a liability is posted. If cash or credit payment has not been received at time of delivery or performance, then an accounts receivable is posted for the amount due.

3.2 Recording

The AO must record income in the appropriate NAFI’s financial records on a consistent basis in the appropriate cost center and in the operating cycle that the income is earned. Income is recorded in accordance with DoDI 1015.15.

4.0 EXPENSE STANDARDS

Expenses are decreases in economic benefits during an accounting period, in the form of outflows (or other asset depletion) or the incurrence of liabilities that result in a decrease in equity. In NAF accounting, expenses are the costs related to the sale of goods and services consequent to the operation of the NAFI.

4.1 Recognition

NAFIs must recognize costs as an expense in the period that the income with which they are associated is recognized (the matching principle). Under the perpetual inventory method, cost elements are included in inventory and expensed when the items are sold and income from the sale is recognized. Under the periodic inventory method, goods purchased for resale are recorded as purchases at the time of purchase and at the end of the period; cost of goods sold is calculated as beginning inventory plus purchases during the period, less ending inventory. If no connection with income can be established, then the asset’s cost is allocated to the accounting period benefited in a systematic and rational manner. This form of expense recognition involves the expected length of benefit and the relationship and cost of each period (e.g., depreciation of fixed assets, amortization of intangibles, and allocation of rent and insurance). All other costs are recognized in the accounting period in which they are incurred.

4.2 Recording

Using the accrual method of accounting, AOs must record expenses on a consistent basis in the appropriate cost center and in the operating cycle in which the expense was incurred. Expenses deemed to be infrequent and/or unusual enough to merit distinction from transactions in the normal course of business should be identified in the footnotes of the financial statements (if not designated as such, and presented separately as part of income from continuing operations on the income statement). Refer to Volume 4 for further guidance on accrual accounting.

5.0 ACCOUNTING FOR APPROPRIATED FUND (APF) SUPPORT TO NAFIs

5.1 Legal Authority

[Title 10 U.S.C. § 2241](#) is the basic statutory authority to provide APFs to support Morale, Welfare, and Recreation (MWR) functions. MWR (Utilization Support and Accountability (USA)) and Uniform Funding and Management (UFM) are two mechanisms for provision of APF support to NAFIs. The MWR (USA) and UFM practices involve use of NAFs for MWR expenses that, per funding policies in DoDI 1015.15, should be borne by APFs. MWR (USA) enables NAFIs to use NAFs to execute such expenses, subject to subsequent APF reimbursement under Memoranda of Agreement (MOAs). Unlike MWR (USA) practices (which involve reimbursement from APFs), under UFM practices, APFs may be transferred into NAF accounts prior to expenditure. Funds appropriated to DoD and available for MWR programs are treated as NAFs for all purposes under UFM MOAs and remain available until expended. [Title 10 U.S.C. § 2491](#) provides statutory authority for UFM practices. Other statutory authorities available to NAFIs are 10 U.S.C. §§ 2492, 7459, 8478 and 9459.

5.2 MWR (USA) Recording

5.2.1. Income. The AO must record funds received from appropriated sources for expenses covered by the MWR (USA) income.

5.2.2. Expense. The AO must record authorized expenses (which is the amount subject to APF reimbursement), as they occur, in the applicable expense accounts to allow identification of MWR (USA) support in accordance with DoDI 1015.15.

5.3 UFM Recording

5.3.1. Income. When cash is received, the AO must record UFM funds received in the cash account with a contra entry to the Unearned Income (liability) account identified as UFM. As UFM expenses are recorded, the cash account must be reduced by the same amount in the same reporting cycle. On a monthly basis, to recognize UFM income for all eligible reimbursements incurred during that month, the AO must record UFM income and reduce the Unearned Income (liability) account identified as UFM.

5.3.2. Expense. The AO must record authorized expenses, as they occur, in the applicable expense accounts to allow identification of UFM support in accordance with DoDI 1015.15 and reduce the cash account as applicable in the same reporting cycle.

5.4 Other APF Support

Direct support is an APF category that occurs when APFs are obligated and expended (e.g., furnishing of utilities, fire/safety support, refuse removal, and snow removal) and the NAFI does not incur the expense subject to reimbursement. In this case, the NAFI does not administer APFs as if they were NAFs.



DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

CHAPTER 6: "ARCHIVED"

**UNDER SECRETARY OF DEFENSE
(COMPTROLLER)**

VOLUME 13, CHAPTER 7: “FINANCIAL REPORTING”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by *blue font*.

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by ***bold, italic, blue, and underlined font***.

The previous version dated *June 2023* is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Updated formatting and hyperlinks to comply with current administrative instructions.	Revision
5.2.1	Added guidance on preparation and submission of Internal Revenue Service (IRS) Form NEC-1099, “Nonemployee Compensation” per IRS guidance.	Addition

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CHAPTER 7

FINANCIAL REPORTING

1.0 GENERAL

1.1 Purpose

This chapter prescribes the standard policies for financial reporting, which are the principal means of communicating accounting information to those activities relying on information for management of their operations.

1.2 Authoritative Guidance

The accounting policies, and related requirements prescribed, are in accordance with the applicable provisions of:

1.2.1. DoD Instruction [\(DoDI\) 1015.15](#), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;” and

1.2.2. Financial Accounting Standards Board ([FASB](#)) Accounting Standards Codification ([ASC](#)). Users can [now](#) access the ASC [without charge](#). [This access now includes browsing by topic, searches, and print options](#).

2.0 RESPONSIBILITIES

2.1 General

The policies in this chapter apply to DoD Nonappropriated Fund Instrumentalities (NAFIs) and their supporting Accounting Offices (AOs). These policies apply to the Military Exchanges, except for policies related to the Nonappropriated Fund Standard General Ledger (NAFSGL).

2.2 DoD Components

The DoD Components are responsible for the fair presentation in the financial reports of financial position, results of operations, and the program and personnel information included. In addition, the DoD Components are responsible for compliance with Nonappropriated Fund (NAF) program laws and regulations.

2.3 AO

The supporting AO is responsible for compiling all the necessary information from accounting and payroll systems, as well as preparation of financial statements and reports. The integrity of those systems, and the accuracy of data produced, are also AO responsibilities. Refer to Chapter 1 for a list of definitions, reporting requirements, and accounting standards.

3.0 FINANCIAL REPORTING

3.1 Financial Statements

The principal financial statements used to convey information to users are the Balance Sheet, Statement of Income and Expense, Reconciliation of Net Worth, and Statement of Cash Flows.

3.1.1. Balance Sheet. The Balance Sheet (also known as Statement of Financial Position) presents a NAFI's financial position as of a specified date. It is sometimes described as a "snapshot" in a point in time that allows the user to see what a NAFI owns as well as what it owes to others. The major components of the Balance Sheet are assets, liabilities, and net worth (equity). Refer to Chapter 3 and FASB ASC Topic 210 for additional information on assets, liabilities, and net worth (equity).

3.1.2. Statement of Income and Expense. A Statement of Income and Expense (also referred to as a profit and loss statement or income statement) provides information about a NAFI's financial performance during a specified period of time, and a summary of a NAFI's profit or loss during the accounting period. The Statement of Income and Expense is used to track revenues and expenses. Refer to Chapter 5 and FASB ASC Topic 220 for additional information on income and expenses.

3.1.3. Reconciliation of Net Worth. The Reconciliation of Net Worth (also known as statement of retained earnings or statement of shareholder equity) provides information about changes to net worth during a specified period of time. It shows the establishment, disestablishment, or consolidation of NAFIs, receipt or distribution of capital, net income or net loss, and prior year material adjustments. Refer to Chapter 3 and FASB ASC Topic 505 for additional information on net worth (equity).

3.1.4. Statement of Cash Flows. A cash flow statement provides information about cash receipts and cash payments of a NAFI during the accounting period. The statement shows how changes in balance sheet and income accounts affect cash and cash equivalents and breaks the analysis down according to operating, investing, and financing activities. Refer to FASB ASC Topic 230 for additional information on preparing the Statement of Cash Flows.

3.2 Footnotes to Financial Statements

Footnotes are an integral part of the financial statements and used to provide additional disclosures to ensure the financial statements are informative and not misleading. When the actual dollar amounts on the financial statements do not provide sufficient information for decision makers, accountants supplement the financial statements with more detailed data in the form of footnotes. Footnotes help management compare the operating results of the current business period with the operating results of previous periods. Fund equity adjustments and significant business closures are examples of occurrences requiring footnotes.

3.3 Format for the Financial Statements

The format presented for the NAFSGL Financial Statement Mapping to the financial statements is maintained on the [DoD NAF Accounting](#) website. The working versions of all statements and notes will include line numbers as shown therein.

4.0 COMPARATIVE ANALYSIS OF FINANCIAL STATEMENTS

Comparative analysis is the study of relationships and trends to determine whether the financial position, results of operations, and the financial progress of the business are satisfactory or unsatisfactory. The objective of any method used to analyze a financial statement is to simplify or reduce the data under review to more understandable terms.

4.1 Analytical Methods and Techniques

Analytical methods and techniques used in analyzing financial statements include the following:

4.1.1. Comparative Balance Sheets, Statements of Income and Expense, Statements of Cash Flows, and Reconciliations of Net Worth (retained earnings) with the following information:

4.1.1.1. Absolute data (dollar amounts);

4.1.1.2. Comparisons expressed in ratios;

4.1.1.3. Increases and decreases in absolute data in terms of dollar amounts;

4.1.1.4. Increases and decreases in absolute data in terms of percentages; and

4.1.1.5. Percentages of total;

4.1.2. Statement of sources and uses of working capital;

4.1.3. Trend ratios of selected and/or related financial and operating data. A trend analysis is performed for each NAFI financial statement. The analysis of the Balance Sheet compares actual to actual, and the percentage of increase or decrease is calculated. The analysis of the Statement of Income and Expense for each activity compares actual to actual as well as actual to the budgeted amounts. The financial statement analysis is made by each activity for items such as sales, cost of goods sold, labor expenses, net income, and all other revenue and expense items with a material financial effect on the activity;

4.1.4. Common size percentages ((amount/base amount) and multiply by 100) from the Balance Sheet, the Statement of Income and Expense, and individual sections of these statements;

4.1.5. Ratios expressing the relationships of items selected from the Balance Sheet, the Statement of Income and Expense, or both statements; and

4.1.6. Statement of variation in net income or gross margin.

4.2 Ratios

The behavior of ratios over a series of accounting periods is indicative of trends and may signal the need for adjustments in the future. Use the ratios/formulas included in subparagraphs 4.2.1 - 4.2.12 to complete the trend analysis explained in subparagraph 4.1.3. The following ratios/formulas are a means of monitoring the efficiency of NAFIs.

4.2.1. Accounts Receivable Turnover. The accounts receivable turnover is the relationship between credit sales and accounts receivable and indicates the liquidity of an activity's receivables. Calculate accounts receivable turnover by dividing net credit sales by the average accounts receivable ($\text{Accounts Receivable Turnover} = \text{Net Credit Sales} / \text{Average Accounts Receivable}$). The average accounts receivable is the beginning accounts receivable plus the ending accounts receivable, divided by two. Use average accounts receivable monthly balances in the computation, as it gives recognition to seasonal fluctuations. When such data is not available, it is necessary to use the average of the balances at the beginning and end of the year. Prompt collection of receivables reduces the amount of loss from bad debts. Another method is to divide 365 days by the accounts receivable turnover figure to get the average number of days the receivables were on the books.

4.2.2. Acid-Test Ratio. The acid-test ratio, or quick ratio, measures the ability of NAFIs to use quick assets to liquidate current liabilities. The formula to compute the acid-test ratio is to divide quick assets by current liabilities ($\text{acid-test ratio} = \text{quick assets} / \text{current liabilities}$). Quick assets refer to assets that can be easily converted to cash, or that are already in cash form, including cash, receivables, and current marketable securities. Current marketable securities are those that can be sold within 12 months of the balance sheet date and not incur a penalty. Quick assets equal current assets minus inventory and prepaid expenses. The acid-test ratio should not be less than 1:1. A ratio of 1:1 shows that for every dollar of current debt there is \$1 of quick assets available to meet current liabilities. Higher ratios indicate NAFIs have sufficient cash and cash equivalents to pay immediate obligations.

4.2.3. Current Ratio. The current ratio, or working capital ratio, measures the relationship between current assets and current liabilities. It measures the ability of current assets to pay short-term debts. The formula to compute the current ratio is to divide the total current assets by the total current liabilities ($\text{Current Ratio} = \text{Total Current Assets} / \text{Total Current Liabilities}$). A current ratio of 1.5:1 is considered standard. A smaller ratio indicates high debt. However, if the current ratio is too high, current assets are not being efficiently utilized and should be converted to other useful purposes. A ratio higher than one means that if all current assets can be converted to cash, they are more than sufficient to pay off current liabilities.

4.2.4. Inventory Turnover Ratio. The inventory turnover ratio expresses the relationship between cost of goods sold and the average inventory balance. The formula to compute the inventory turnover is cost of goods sold divided by the average inventory ($\text{Inventory Turnover} = \text{Cost of Goods Sold} / \text{Average Inventory}$). Average inventory equals beginning inventory plus ending inventory, divided by two. Excess inventory reduces available funds and may increase the cost of insurance, storage, and other related expenses. The inventory ratio for food and beverage operations generally

should not exceed 2.5:1 on a monthly basis or 30:1 on an annual basis. A ratio of 1:3 for other sales operations on a monthly basis, or a ratio of 4:1 on an annual basis, is generally considered acceptable and shows about a 3-month inventory supply. A low turnover rate may indicate overstocking, obsolescence, or deterioration. A high turnover rate may indicate inadequate inventory levels, which may lead to a loss in business. Appropriate inventory levels depend on quantity pricing of purchases, shelf life, and restocking lead-time.

4.2.5. Net Income Ratio. The net income ratio measures the rate of return on revenue. The formula to compute the net income ratio is net income divided by total revenue (Net Income Ratio = Net Income/Total Revenue). Calculate net income as total revenues minus total expenses. Refer to DoDI 1015.15 for additional information on net income.

4.2.6. Ratio of Net Sales to Assets. The ratio of net sales to assets measures the efficiency with which NAFIs are using their assets to generate sales. The formula to compute the ratio of net sales to assets is to divide net sales by total assets minus long-term investments (Ratio of Net Sales to Assets = Net Sales/(Total Assets - Long-Term Investments)). In computing the ratio, exclude any long-term investments from total assets, as they do not contribute to sales. If sales can be stated in a common unit, then units of products sold can be used in place of the dollar amount of sales. Assets used in determining the ratio may be the total at the end of the year, the average at the beginning and end of the year, or the average of monthly totals.

4.2.7. Return on Assets Ratio. The return on assets ratio measures a NAFI's ability to generate income with its existing assets. The formula to compute the return on assets ratio is to divide net income by the average total assets (Return on Assets Ratio = Net Income/Average Total Assets). Average total assets are beginning total assets, plus ending total assets, divided by two.

4.2.8. Return on Fund Equity. The return on fund equity measures a NAFI's ability to earn a higher rate of return than is paid for the funds used in operations. The formula to compute the return on fund equity is to divide net income by the average fund equity (Return on Fund Equity = Net Income/Average Fund Equity). Average fund equity is beginning equity, plus ending equity, divided by two.

4.2.9. Turnover of Working Capital. Working capital is a valuation metric calculated as current assets minus current liabilities. The formula to compute the working capital turnover is to divide net sales by average working capital (Turnover of Working Capital = Net Sales/Average Working Capital). Average working capital is ending current assets, minus ending current liabilities, plus beginning current assets, minus beginning current liabilities, divided by two. Current assets include accounts receivable and inventory while current liabilities include accounts payable. These various components are analyzed individually to account for changes from period to period. The turnover of working capital reflects the extent to which NAFIs operate on a small or large amount of working capital in relation to sales.

4.2.10. Fixed Asset Turnover. The fixed asset turnover is the ratio of net sales to the value of fixed assets, and indicates how well the entity uses its fixed assets to generate sales. The formula to compute the fixed asset turnover is to divide net sales by the total property, plant, and equipment, net of accumulated depreciation (Fixed Asset Turnover = Net Sales/Net Property, Plant, and Equipment).

4.2.11. Working Capital to Total Assets. The working capital to total assets ratio is a liquidity ratio that expresses the net current assets or working capital as a percentage of total assets, and measures a company's ability to cover its short-term financial obligations. The formula to compute the working capital to total assets ratio is to divide working capital by total assets (Working Capital to Total Assets = Working Capital/Total Assets).

4.2.12. Return on Total Assets. The return on total assets measures earnings before interest and taxes (EBIT) relative to total net assets, indicating how effectively assets are used to generate earnings before contractual obligations must be paid. The formula to compute the return on total assets is to divide EBIT by total net assets (Return on Total Assets = EBIT/Total Net Assets).

4.3 Comparative Statements

4.3.1. Comparison. Financial statements analyzed on a comparative basis can be much more informative and meaningful. Use comparative statements to complete the trend analysis explained in subparagraph 4.1.3. Sample comparisons include:

4.3.1.1. Comparison of the latest financial statements and relationships between various elements with one or more previous periods;

4.3.1.2. Comparison of the statements and financial relationships with data for other similar activities;

4.3.1.3. Comparison of the statements and financial relationships of two or more divisions or branches of the same activity; and

4.3.1.4. Comparison of information in the statements with preset plans or goals (normally in the form of budgets).

4.3.2. Horizontal Analysis. A comparison of the amounts for the same item in the financial statements of two or more periods is called horizontal analysis. The term is applied because the analysis includes data from year to year rather than as of one date or period of time. In computing the percent of change, the amount for the earlier year serves as the base. In general, the percentage of change is of greater interest than the actual amounts.

4.3.3. Vertical Analysis. The amount of each item in a statement can be expressed as a percentage of the total. Compare percentages resulting from vertical analysis across two or more periods to discover trends over time.

5.0 REPORTING TO THE INTERNAL REVENUE SERVICE (IRS)

5.1 General

Retain all records relating to payments to individuals and firms according to the [IRS Topic Number 305](#), "Recordkeeping." Continental United States (CONUS) offices consult their local IRS office for forms, publications, or assistance. Overseas offices contact the IRS to get the address and telephone number of the nearest IRS representative. IRS representatives, in CONUS and overseas, provide instructions concerning IRS procedures for return preparation, filing, and depositing employment tax payments. Use electronic reporting mechanisms when possible.

5.2 Contract Payments (Non-personal Services)

* **5.2.1. [Nonemployee Compensation](#).** Report to the IRS cumulative NAFI service contract payments made during the calendar year, along with the total amounts paid, which meet the IRS threshold for reporting income on [IRS Form 1099-NEC](#), "Nonemployee Compensation." Include the name, address, and Social Security number of the individual. For businesses, report the amount paid, the business name, business address, and business tax identification number. NAFI contracts with entertainers are considered service contracts. If a single payment to an individual is less than the IRS threshold, but total payments made during the calendar year to the same individual reach the IRS threshold, report the information to the individual or firm, and the IRS, using 1099-NEC. Payment data in various payment systems, for the same contractor, must be consolidated to determine if an entity meets the IRS threshold for reportable payments. The individual or firm receives a copy of the 1099-NEC by January 31 of the calendar year following the calendar year in which payment was made. This applies to individuals who, in addition to being NAFI employees, have contracts with NAFI for non-personal services. Prepare a separate 1099-NEC for each individual or firm to whom total payments meeting the IRS threshold are made. Use [IRS Form 1096](#), "Annual Summary and Transmittal of U.S. Information Returns," for submitting paper forms, or electronically transmit to the IRS the following year in accordance with IRS guidance.

5.2.2. [Miscellaneous Income](#). Report to the IRS cumulative NAFI service contract payments made during the calendar year, along with the total amounts paid, which meet the IRS threshold for reporting income on [IRS Form 1099-MISC](#), "Miscellaneous Income." Include the name, address, and Social Security number of the individual. For businesses, report the amount paid, the business name, business address, and business tax identification number. If a single payment to an individual is less than the IRS threshold, but total payments made during the calendar year to the same individual reach the IRS threshold, report the information to the individual or firm, and the IRS, using 1099-MISC. Payment data in various payment systems, for the same individual or vendor, must be consolidated to determine if an entity meets the IRS threshold for reportable payments. The individual or firm receives a copy of the 1099-MISC by January 31 of the calendar year following the calendar year in which payment was made. Prepare a separate 1099-MISC for each individual or firm to whom total payments meeting the IRS threshold are made. Use IRS Form 1096, for submitting paper forms, or electronically transmit the 1099-MISC to the IRS the following year in accordance with IRS guidance.

5.3 Gambling and Bingo Winnings

IRS reporting requirements for gambling and bingo winnings are tied to individual games. Unlike contract payments, winnings are not accumulated from game to game; each game stands alone for IRS reporting requirements. Whenever cash, merchandise, or a combination thereof, meeting the IRS threshold for reportable gambling winnings, is awarded to a person for winning a single bingo game or other gambling activity, prepare an [*IRS Form W-2G*](#), “Certain Gambling Winnings.” Individuals receive their copies of the IRS Form W-2G at either the time payment is made, or not later than January 31 of the following year. Use IRS Form 1096 to transmit W-2Gs to the IRS. Additionally, prepare [*IRS Form 1042-S*](#), “Foreign Person’s U.S. Source Income Subject to Withholding,” for reporting foreign nationals’ gaming winnings and withholdings. [Transmit](#) the forms to the IRS the following year [in accordance with IRS guidance](#).

6.0 INTERNATIONAL BALANCE OF PAYMENTS (IBOP) PROGRAM

IBOP is an accounting of a country’s international transactions for a particular period of time. NAFIs are subject to the IBOP reporting guidance prescribed in [*DoDI 4105.67*](#), “Nonappropriated Fund (NAF) Procurement Policy and Procedure,” and Volume 6A, Chapter 13.

VOLUME 13, CHAPTER 8: “NONAPPROPRIATED FUND PAYROLL”**SUMMARY OF MAJOR CHANGES**

Changes are identified in this table and also denoted by [blue font](#).

Substantive revisions are denoted by an asterisk (*) symbol preceding the section, paragraph, table, or figure that includes the revision.

Unless otherwise noted, chapters referenced are contained in this volume.

Hyperlinks are denoted by [***bold, italic, blue, and underlined font***](#).

The previous version dated [November 2022](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
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CHAPTER 8

NONAPPROPRIATED FUND PAYROLL

1.0 GENERAL

1.1 Purpose

This chapter provides the standard Nonappropriated Fund (NAF) policy for DoD NAF payroll and applies to DoD NAF employees. NAF instrumentality (NAFI) programs and facilities must be operated, maintained, and funded as an integral part of the DoD personnel and readiness program. NAF employees are not paid from funds appropriated by Congress but from funds generated by NAIs. NAF employees are Federal employees, but they are not covered by most laws administered by the Office of Personnel Management (OPM), unless specifically provided by statute. Policy in this chapter applies to all NAIs, NAF Human Resources (HR), NAF payroll offices, and their supporting accounting offices (AOs).

1.2 Authoritative Guidance

The policy and related requirements prescribed are in accordance with the applicable provisions of:

1.2.1. DoD Instruction [\(DoDI\) 1015.15](#), “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources;”

1.2.2. [DoDI 1400.25](#), “Civilian Personnel Management System;”

1.2.3. [DoDI 5010.40](#), “Managers’ Internal Control Program Procedures;”

1.2.4. [DoDI 7600.06](#), “Audit of Nonappropriated Fund Instrumentalities and Related Activities;”

1.2.5. Internal Revenue Service [\(IRS\) Publication 15](#) (Circular E), “Employer’s Tax Guide;” [Publication 15-A](#), “Employer’s Supplemental Tax Guide;” and [Publication 1244](#), “Employee’s Daily Record of Tips and Report to Employer;”

1.2.6. Office of Management and Budget [\(OMB\) Circular A-123](#), “Management’s Responsibility for Enterprise Risk Management and Internal Control;”

1.2.7. [OMB, Circular A-130, Appendix II](#), “Implementation of the Government Paperwork Elimination Act;” and

1.2.8. Title 5, United States Code, section 5514 ([5 U.S.C. § 5514](#)), “Installment deduction for indebtedness to the United States.”

2.0 PAYROLL OVERSIGHT

Defense Civilian Personnel Advisory Service ([DCPAS](#)), NAF Personnel Policy Division is responsible for developing, coordinating, and publishing DoD-wide civilian HR policy concerning NAF employees. DCPAS policy covers staffing, workforce relations, pay, classification, leave, and employee benefits. DCPAS is also responsible for implementing the DoD Employee Benefit Portability Act and the congressional mandate for a single, uniform health benefits program for NAF employees. DoD NAF HR policy is found in DoDI 1400.25, with volumes in the 1400 series.

2.1 Payroll Objectives

All NAF payroll systems that are being designed and implemented, or are in use, must operate in accordance with authoritative guidance in paragraph 1.2 and Volume 1. All payroll systems must provide, at a minimum, the following:

2.1.1. Complete, accurate, and prompt processing and accounting for pay, leave, and deductions;

2.1.2. Complete, accurate, and prompt generation and maintenance of payroll records and transactions;

2.1.3. Timely access to complete and accurate information to those customers internal and external to the NAFI who require the information;

2.1.4. Timely and proper interaction of payroll systems with the core financial systems; and

2.1.5. Adequate internal controls to ensure that payroll systems are operating as intended.

2.2 AO Responsibilities

AOs must ensure all payroll information (including accrued payroll and benefits) is passed to the accounting system (whether systemically or manually), update the appropriate NAF Standard General Ledger (NAFSGSL) accounts, and meet reporting requirements specified in DoDI 1015.15 and Volume 13, Chapter 7. AOs are also responsible for the compilation of financial statements.

2.3 NAFI Responsibilities

It is the responsibility of each NAFI to be knowledgeable of the legal requirements governing its payroll operations. NAFIs will establish the administrative workweek, basic workweek, workday, meal periods, legal holidays, administrative leave, flexible and compressed work schedules, compensatory time off for religious observances, and volunteer activities in accordance with DoDI 1400.25, Volume 1406, “Nonappropriated Fund (NAF) Attendance and

Leave.” Compensatory time off may be granted to NAF employees, at their request, instead of overtime pay for overtime work. See DoDI 1400.25, Volume 1405, “Nonappropriated Fund Pay, Awards, and Allowances.” NAFIs must ensure that each position is assigned to its proper occupational category, title, code, grade, or pay band level, consistent with the duties and responsibilities of the position, and proper job-grading standards in DoDI 1400.25, Volume 1407, “Nonappropriated Fund Classification.” The NAFI must work closely with the AO and payroll office to ensure the payroll objectives are met.

2.4 Payroll Office Responsibilities

The NAF payroll office has primary responsibility for all payroll processing and must work closely with the supporting NAF personnel office, NAFIs, and NAF employees to:

2.4.1. Maintain accurate records to satisfy employee needs and NAFI accounting requirements, and to comply with federal, state, and local statutory requirements;

2.4.2. Ensure safekeeping of pay information with adequate controls;

2.4.3. Promptly process all documents received affecting pay in accordance with established schedules;

2.4.4. Obtain information necessary to correct errors detected, including erroneous deductions, deductions not withheld, and over deductions by contacting the submitting office or employee;

2.4.5. Make timely disbursement of employees’ pay and supplemental payments when required;

2.4.6. Provide documentation to the NAF personnel office to support retirement actions; and

2.4.7. Submit tax reports to federal, state, and local authorities.

3.0 BASIC AND PREMIUM PAY

Authorized pay systems for NAF employees are described in DoDI 1400.25, Volume 1405. Laws and policy governing the application of rates of basic pay and premium pay for NAF employees are contained or referenced in that DoD issuance.

4.0 TIPS AND SERVICE CHARGES

NAF employees may receive tips from customers which are not negotiated by the NAFI via cash, check, debit card or credit card (e.g., customer adds to a credit card sales ticket). Debit and credit card tips may be immediately paid to the employee or recorded as a liability in the accounting records to be paid to the employee during payroll processing. NAF employees must report tips received, regardless of payment method, to the NAFI by the 10th day after the month

that the tips are received if those tips total \$20 or more in a month. Employees must report the tips on [IRS Form 4070](#), Employee's Report of Tips to Employer, or a similar form. NAFIs may, at their discretion, distribute service charges (amount added to a customer's ticket) to employees. Service charges distributed to employees are treated as wages and are not required to be included as tips on IRS Form 4070. For further information on tip reporting, refer to IRS Publication 15.

5.0 ALLOWANCES AND OTHER SPECIAL ENTITLEMENTS

DoDI 1400.25, Volume 1405 covers allowances and other special entitlements for NAF employees. The payment of allowances and differentials to NAF employees in overseas and foreign areas must comply with DoDI 1400.25, Volume 1412, "Nonappropriated Fund Overseas Allowances and Differentials, and Employment in Foreign Areas."

6.0 PAYROLL DEDUCTIONS

Payroll deductions or withholdings made from an employee's pay must be properly authorized by the employee (or made in accordance with applicable laws), adequately documented, and paid when due to the appropriate recipient in the amount authorized.

6.1 Taxes

Tax collections represent liabilities that are settled when funds are remitted to the designated authorities. Refer to IRS Publications 15 and 15-A for information on employer identification number, tax withholding, depositing, and reporting.

6.1.1. Employee Versus Independent Contractor. An employer must generally withhold Federal income taxes, and withhold and pay Social Security and Medicare taxes, for its employees. An employer does not generally have to withhold or pay taxes on payments to independent contractors. To determine whether an individual is an employee or an independent contractor under common law, the relationship of the worker and the business must be examined. IRS Publication 15-A provides the guidelines for determining whether an individual is an employee under the common law rules. These rules assist in identifying whether sufficient control is present to establish an employer-employee relationship.

6.1.2. Withholding State and Local Income Taxes. The payroll office will withhold taxes from the wages of civilian employees and remit them to tax jurisdictions wherever the Federal Government has entered into agreements for withholding taxes. State and local taxes must be withheld from the pay of enlisted personnel compensated from NAF for work performed during off-duty hours.

6.1.3. Foreign Taxes. NAFIs located in foreign countries will neither pay to, nor collect for, any foreign country or political subdivision, any tax unless the United States has consented to levy collection by treaty, convention, or Executive agreement.

6.1.4. Federal Insurance Contributions Act (FICA). The payroll office will withhold a set percentage of an employee's salary each pay period to pay the employee's share of FICA

contribution. FICA also requires that the NAFI contribute a set percentage of an employee's salary to the Social Security Trust Fund and the Medicare Trust Funds.

6.2 Other Deductions

Dependent upon Service Component policy, and pay system capability, if an eligible NAF employee elects to participate in other NAF benefits programs (to include retirement, group life, medical, dental, long-term care insurance, flexible spending accounts, and 401(k) savings plan benefits), deductions will be made, as applicable. Employee-elected deductions may also be made for U.S. Savings Bonds, contributions to the Combined Federal Campaign, union dues (as applicable), and allotments to financial institutions, such as credit unions, banks, or other savings institutions. In accordance with 5 U.S.C. § 5514, NAF employees are subject to installment deductions from pay to collect debts owed to Federal agencies.

6.3 Garnishment of Wages

NAF employees are subject to court-ordered garnishment of wages for alimony, child support, bankruptcy, commercial debts, and federal tax levies. Refer to DoDI 1400.25, Volume 1405 for further authorities governing NAF employee garnishments.

6.4 Administrative Offset for Erroneous Overpayments

In accordance with 5 U.S.C. § 5514, NAFI employees are subject to salary offset for collection of debts in the same manner as DoD civilian employees, including debts owed to NAFIs or appropriated fund (APF) activities. NAF payroll offices must ensure procedures are developed to comply with the requirements of 5 U.S.C. § 5514. NAF payroll offices must refer to Volume 8, Chapter 8 and Volume 16, Chapters 2 and 4 in developing indebtedness and debt collection procedures for NAFIs.

6.5 Order of Precedence for Deductions

If the gross salary of an employee is not sufficient to permit all deductions to be made, then deductions will be made in the order of precedence established by the OPM Personnel Policy Memorandum [PPM-2008-01](#), "Order Of Precedence When Gross Pay Is Not Sufficient To Permit All Deductions," dated July 30, 2008. NAFIs must consult policy, legal staff, and collective bargaining agreements to ensure the proper order of precedence is followed.

7.0 EMPLOYEE BENEFIT PORTABILITY PROGRAM

7.1 General

The Portability of Benefits for Nonappropriated Fund Employees Act of 1990 (Portability Act), Public Law [\(Pub. L.\) 101-508](#), section 7202 provides portability of pay and benefits for employees moving between NAF and APF positions. Under the Portability Act, employees who move with a break in service of no more than three days between NAF and APF positions may be eligible for pay, leave, reduction-in-force, and retirement benefit protection. The protection provided by the Portability Act, particularly protection in the area of retirement coverage elections,

was subsequently expanded by [Pub. L. 104-106](#), section 1043, enacted in 1996. In 2002, [Pub. L. 107-107](#), section 1131 further expanded the retirement election opportunity to make it easier for employees to continue retirement coverage after moving between NAF and APF positions. Under current retirement portability law, eligible employees who move with a break in service of no more than one year between NAF positions and retirement-covered civil service positions in any Federal agency may elect to continue retirement coverage in the losing employment system's retirement plan without the vesting requirement. Additionally, Pub. L. 107-107, section 1132 permits employees in both Civil Service Retirement System (CSRS) and Federal Employee Retirement System (FERS) to use prior NAF service to qualify for an immediate retirement. An employee who elects to remain covered in the losing employment system is excluded from coverage under the gaining DoD Agency for all subsequent periods of employment including periods of service as a reemployed annuitant. Refer to DoDI 1400.25, Volume 1408, "Insurance and Annuities for Nonappropriated Fund Employees," and the [DoD Portability of Benefits Reference Guide](#) for additional information.

7.2 Leave Transfer

In accordance with the Portability Act, accrued annual and sick leave hours will transfer within DoD to the gaining activity, without exchange of funds, if there is a break in service of no more than three days. Employees are not entitled to receive lump-sum payment for accumulated/accrued annual leave. Refer to DoDI 1400.25, Volume 1406 for additional guidance.

7.2.1. NAF to APF Transfer. When a NAF employee transfers to an APF position, the AO or NAF payroll office will make applicable entries to the appropriate NAFSGL accounts to eliminate the annual leave liability (consult local procedures for additional information). The value of the income resulting from the elimination of the liability will be recorded as specific non-operating income in the appropriate NAFSGL account.

7.2.2. APF to NAF Transfer. When an APF employee transfers to a NAF position, the AO or NAF payroll office will record the total dollar amount of accumulated/accrued annual leave to the appropriate NAFSGL accounts to recognize the annual leave liability (consult local procedures for additional information). The value of the expense resulting from the recognition of the liability will be recorded as specific non-operating expense in the appropriate NAFSGL account.

7.2.3. Annual Leave Lump-Sum Repayment. Employees who are covered under the provisions of the Portability Act and were paid lump-sum leave payments between January 1, 1987 and April 15, 1991, because of a transfer between APF and NAF positions, may repay those lump-sum payments and receive credit of the leave. Employees who separated from Federal service between January 1, 1987 and April 15, 1991, and who were subsequently rehired, may also have the opportunity to repay the lump-sum leave and receive credit.

7.3 Portability Retirement Records

NAF HR/payroll offices are responsible for providing and processing forms for employees who are retiring under either CSRS or FERS. OMB Circular A-130, Appendix II prescribes the

use of electronic processes and digital signatures whenever it is possible and in the best interest of the Government. The NAF HR/payroll offices must fulfill the following general responsibilities relating to CSRS or FERS (for further information on portability retirement, refer to Volume 8, Chapter 4, section 4.3).

7.3.1. NAF HR/payroll offices must prepare and maintain a Standard Form [\(SF\) 2806](#) (CSRS) or an [SF 3100](#) (FERS), Individual Retirement Record, for each employee subject to either CSRS or FERS. Each SF 2806/SF 3100 must be correct, complete, clear in every detail, and properly certified to ensure timely and accurate closeout procedures when an employee is separated or transferred to the paying jurisdiction of another agency.

7.3.2. NAF HR/payroll offices must maintain adequate control over retirement records and associated monetary balances.

7.3.3. NAF HR/payroll offices must promptly send claims and records. The OPM address is:

CSRS/FERS Retirement Records
Office of Personnel Management
Retirement Operations Center
P.O. Box 45
Boyers, PA 16017-0045

7.3.4. NAF HR/payroll offices must withhold retirement deductions from employees' salaries, make agency contributions, and send the deductions/contributions to OPM for deposit. Deductions begin on the day the employee acquires coverage under the retirement system and must be prorated for partial pay periods. FICA contributions must be withheld and reported in accordance with current guidance from the [U.S.](#) Department of Treasury. Employee retirement deductions, employer contributions, employee contributions to applicable 401(k) plans, and loan repayments will be made biweekly and submitted to the appropriate NAF employee benefit system. Thrift Savings Plan (TSP) deductions and the employer's matching contributions must be forwarded to the TSP.

8.0 LEAVE ACCRUAL

8.1 Annual Leave

The accrual of annual leave is material and must be recognized as a liability and expensed monthly in the individual NAFI's accounting records. The individual leave records or annual leave report, showing the accumulated leave balance for all employees, will be used as the subsidiary ledger to the appropriate NAFSGL account for each NAFI.

8.2 Sick Leave

The monthly accrual of sick leave is not a liability to the NAFI. Sick leave used monthly will be recognized as an expense in the individual NAFI's accounting records.

8.3 NAFI to NAFI Leave Transfer

When a NAF employee transfers from one NAFI to another, the accrued annual leave hours and dollar amount may be transferred to the gaining NAFI if both employers and employee agree. If the employee elects not to have the annual leave transferred to the gaining NAFI, then the losing NAFI will make a lump-sum leave payment to the employee. If the DoD Component head has implemented policy that permits NAF employees transferring between the NAF activities to receive partial payment of any unused annual leave to their credit at the time of separation, the employee may also elect to transfer part of the annual leave balance and take a lump-sum payment for the remaining portion. Accrued sick leave hours will transfer to the gaining NAFI with no exchange of funds. See DoDI 1400.25, Volume 1406 for additional guidance.

9.0 SEVERANCE AND SEPARATION BENEFITS

DoDI 1015.15 specifies that NAFIs must set aside and invest funds on a regular basis to ensure sufficient cash availability to defray payment of severance benefits for U.S. and Foreign National employees upon their separation from NAFI employment. NAFIs will ensure that the estimated liability for a business-based action is accrued when probable and a separation allowance is accrued on a monthly basis where applicable. DoDI 1400.25, Volume 1405 describes the eligibility criteria, exclusions, and conditions under which NAF employees may receive severance pay and the computation and payment requirements.

10.0 PAYROLL DISBURSEMENTS

All payroll disbursements must be paid to NAF employees by electronic fund transfer (EFT) unless the head of the agency or designee has granted a waiver. The head of the agency or designee may waive the EFT requirement upon receipt of written certification from the employee that states that he or she does not have an account with a financial institution or providing some other extenuating circumstance.

11.0 RECORDS RETENTION AND STORAGE

NAF payroll offices are required to keep records sufficient to support all transactions relevant to matters concerning NAF payroll. In accordance with IRS Publication 15, records of employment taxes must be maintained for a period of 4 years following the due date of such tax or from the date for which such tax has been paid, whichever date is later. Aggregate records documenting payroll disbursed in each pay period (base pay, additions to and deductions from pay, and leave balances) must be stored and transferred to the [National Personnel Records Center](#) for 56 years' retention, in accordance with the National Archives and Records Administration [General Records Schedule 2.4](#).

12.0 INTERNAL CONTROL STANDARDS

A key to effective payroll operations is the maintenance of internal controls over those operations. Internal control standards are outlined in the OMB Circular A-123; DoDI 1015.15, [sub](#)paragraph 6.7.3; DoDI 5010.40; and DoDI 7600.06. All DoD NAF organizations must ensure that these standards are followed for payroll operations as well as for the methods and procedures adopted for processing and auditing payrolls.



DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

CHAPTER 9: "ARCHIVED"

**UNDER SECRETARY OF DEFENSE
(COMPTROLLER)**



DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

CHAPTER 10: "ARCHIVED"

**UNDER SECRETARY OF DEFENSE
(COMPTROLLER)**

**VOLUME 13, CHAPTER 11: “ACCOUNTING FOR DEFINED BENEFIT PENSION
AND OTHER POSTRETIREMENT PLANS”****SUMMARY OF MAJOR CHANGES**

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CHAPTER 11

ACCOUNTING FOR DEFINED BENEFIT PENSION AND OTHER POSTRETIREMENT PLANS

1.0 GENERAL

1.1 Purpose

This chapter provides requirements to account for defined benefit pension and other postretirement plans for single-employer plans. The policies in this chapter apply to DoD Nonappropriated Fund Instrumentalities (NAFIs), their supporting Accounting Offices, and Military Services Exchanges. This chapter does not pertain to Military Department plans that are considered multi-employer. This chapter provides basic pension accounting, funding principles, and a review of standards. Each NAFI and its Certified Public Accounting firm providing financial services support should fully review the exceptions and variables associated with pension accounting prior to implementation.

1.2 Authoritative Guidance

The annual reporting of Pension Plan assets and liabilities must be in conformance with Financial Accounting Standards Board Accounting Standards Codification [\(ASC\) Topic 715](#), “Compensation–Retirement Benefits.” ASC Topic 715 addresses the concern that employers’ accounting standards for defined benefit pension and postretirement plans fail to communicate the funded status of those plans in a complete and understandable way. [The current published version of ASC Topic 715 is the superseding authority for information in this chapter.](#)

2.0 DEFINITIONS

The standards contained within ASC Topic 715 improve reporting for defined benefit pension and postretirement plans by requiring an employer to recognize certain financial activity occurring in the plans in their financial statements. This activity includes the overfunded or underfunded status of defined benefit pension and postretirement plans in the balance sheet. The actuarial gains and losses, prior service costs (SC), transition obligations, and credits that arise during the period are recognized through the income statement. ASC Topic 715 provides additional information regarding the types of plans for the financial statement reader. Terms that NAFIs and Military Departments should be aware of [are](#) listed in paragraphs 2.1 through 2.7.

2.1 Funded Status

The funded status is the difference between the projected benefit obligation (PBO) (also known as the pension liability) and the plan assets (PA) at fair value.

2.2 Measurement Date

The measurement date is the employer's fiscal year-end statement of financial position. The PA and PBO are measured as of this date. There are two exceptions [when the plan is not sponsored directly by the employer](#). See ASC Topic 715, section 715-30-35-62.

2.3 Net Periodic Pension Cost (NPPC)

The NPPC is the annual expense incurred by the employer because of the pension plan. The NPPC is composed of the SC, interest cost, actual return on assets, amortization of prior SC, transition obligations, and gains or losses.

2.4 Pension Provider

The pension provider is the organization that administers a Military Department's pension plan.

2.5 PA

The PA are the amounts a pension plan could reasonably expect to receive from a current sale of assets held for pension benefits.

2.6 PBO

The PBO is the actuarial present value, as of a specified date, of all employees' vested and non-vested pension benefits.

2.7 Statement of Financial Position

The statement of financial position is another term for the balance sheet. The term "balance sheet" is used in this volume.

3.0 BASIC PENSION ACCOUNTING PRINCIPLES

3.1 Disclosure

Pension accounting principles require the disclosure of the components of net pension costs and of the PBO. ASC Topic 715 prescribes the disclosure requirements that a NAFI must follow to reflect the cost of pension plans on income statements and balance sheets.

3.2 Measurement Date

ASC Topic 715 requires that PA and benefit obligations be measured as of the date of the fiscal year-end balance sheet. As of that date, each NAFI sets assumptions, gathers the participant data used to measure the obligations, and determines the fair value of assets in the pension trust. Each NAFI uses these amounts to calculate the cost of the plan in the future year and determines

if additional amounts must be recorded on the balance sheet. There are two exceptions [when the plan is not sponsored directly by the employer](#). See section 715-30-35-62 of ASC Topic 715.

3.3 Basis for Calculation of NPPC

The basis for calculation is the benefit obligations, i.e., PBO, the accumulated benefit obligation (ABO), and SC. These values are used in the calculation of the NPPC, which is the annual accounting expense or income each NAFI must recognize in its income statement. The NPPC is comprised of the following components.

3.3.1. SC. The SC is the annual accrual of benefits. ASC Topic 715 requires a NAFI to disaggregate the SC component from the other components of net benefit cost on the income statement. [When applicable](#), only the SC component of net benefit cost is eligible for capitalization.

3.3.2. Interest Cost. The interest cost is an increase in PBO associated with the passage of time during the year. This is generally the discount rate multiplied by the beginning of year PBO adjusted for expected benefit payments.

3.3.3. Expected Return on Assets. The expected return on assets is an increase in PA associated with the passage of time during the year. This is offset against the other cost items and is generally the expected long-term rate of return on assets multiplied by the beginning of year market related value of PA adjusted for expected benefit payments, contributions, and possibly for expected administrative expenses paid from the trust.

3.3.4. Amortization Amounts. Amortization amounts are the systematic recognition of certain changes in value.

3.3.4.1. Transition Obligation or Asset. Amortization of a transition obligation or asset allows phased recognition on the income statement of the difference between the plan's funded status (PBO less PA) and any remaining accrued or prepaid cost on the balance sheet.

3.3.4.2. Prior SC. Amortization of prior SC allows phased recognition on the income statement of changes in the PBO associated with a plan [change](#). This amount is generally amortized over the average remaining service period of the plan participants.

3.3.4.3. Net Gain or Loss. Amortization of a gain or loss allows phased recognition of actuarial gains or losses. Actuarial gains and losses that have not yet been reflected on the income statement are accumulated each year and amortized over the average remaining service period of plan participants, only to the extent their total exceeds a threshold. The threshold may be up to 10 percent of the greater of the plan's PBO or market related value of PA.

4.0 BALANCE SHEET CLASSIFICATIONS

The Military Departments will calculate the funded status of a benefit plan. The funded status should be determined as of the year-end statement date (measurement date) and is defined

as the difference between the PBO and PA. Depending on the differences between the PBO and PA, several areas of the balance sheet could be affected. The following examples are provided.

4.1 PA greater than PBO

An overfunded plan exists when the PA is greater than the PBO. The difference would be classified as a non-current asset in the balance sheet.

4.2 PA less than PBO

An underfunded plan exists when the PA is less than the PBO. The difference would be classified as a liability (current or long-term) in the balance sheet. The classification of the liability as a current or long-term liability will be determined and provided by the pension provider.

4.3 Adjustments

Once the funded status of a benefit plan is determined, adjustments may need to be made to existing pension balances in the balance sheet. These adjustments will be posted as an offset to the equity account in the balance sheet and can be either an addition or reduction to the equity section. These temporary adjustments are treated in the equity section of the balance sheet in the same manner as the “unrealized gains/losses on investments,” pursuant to [ASC Topic 320](#), “Investments–Debt Securities.” In addition, these temporary adjustments are not calculated in the net worth determination. The final result of these entries will result in the funded status equaling either a non-current asset or a liability based on the difference of the PA and PBO. The provisions of ASC Topic 715 eliminate the accounting for any potential additional minimum liability.

5.0 INCOME STATEMENT CLASSIFICATIONS

5.1 Presenting NPPC

The NPPC is the annual expense incurred by the employer because of the pension plan. Under ASC Topic 715, the NPPC will continue to be recognized as a component of the income statement similar to the previous reporting process. Accounting rules can produce a negative expense, which appears as income on the financial statements. While the expense (debit) is recognized through the income statement, the second part of the entry (credit) results in adjustments to the balance sheet accounts, which have been expanded to include the adjustment to the equity account. The net of the SC, interest cost, and expected return on PA will continue to be an adjustment as a component of either the non-current asset or the liability, whichever component the NAFI is reflecting in the financial statements due to the new funded status. The amounts of the net gain or loss, net prior SC or credits, and net transition asset or obligation will be offset against the equity account.

5.2 Presenting SC

A NAFI must report the SC component in the same line item(s) as other compensation costs arising from services rendered by the pertinent employees during the period. The other

components of net benefit cost defined in ASC Topic 715 are required to be presented in the income statement separately from the SC component. If the separate line item(s) are used to present the other components of net benefit cost, the line item(s) must be appropriately described.

6.0 DISCLOSURES

The NAFI receives annual valuation reports from outside actuaries to prepare the financial statement disclosures. At a minimum, the NAFI will provide additional information about certain effects on net periodic benefit cost, and the amount and timing of any PA expected to be returned to the Military Departments and NAFIs. In addition, amounts recorded as adjustments to the equity section of the balance sheet will result in an adjustment to the income statement. See ASC Topic 715 for more information on disclosure requirements.

7.0 BASIC PENSION FUNDING (LIABILITY) PRINCIPLES

7.1 Calculation of Liabilities

A pension plan's liabilities can be calculated in different ways, but the same principles always apply. The actuary calculates the expected future pension payments for each participant in the plan using the entity's participant data and plan provisions. These future benefit payments consider the individual's compensation and service history, and when that individual might be expected to die, quit, become disabled, or retire. Each future payment is discounted from the date of payment to present day using the actuarial assumptions, known as the present value of future benefits (PVFB). It represents the present value of all benefits expected to be paid from the plan to current plan participants. Theoretically, the NAFI could set aside that amount of money in a plan today and it would cover payments from the plan, including those for service not yet rendered. Note, this amount considers future service the participant is expected to earn and future pay increases.

7.2 Cost Methods

Actuaries developed the following cost methods to be used to determine the amount of the liabilities (current and long-term) to be reported on the balance sheet. These cost methods divide the PVFB into actuarial liability (AL), normal cost (NC), and present value of future normal costs (PVFNC).

7.2.1. AL. AL is the portion of the PVFB that is attributed to past service. This is the current value of the compensation that was deferred in prior years. For pension accounting purposes, the AL is referred to as the PBO. Different cost methods calculate the AL differently, but it always reflects past service only. Sometimes the AL reflects expected future pay increases because many pension plans are designed so that the retirement benefit is based on the pay at retirement. To allow the plan sponsor to recognize the cost of the plan gradually over the participant's lifetime, the actuary considers the portion of the future benefit due to past service to already include expected future pay increases. The portion of the PVFB that only recognizes benefits accrued to date (i.e., without future pay increases) is called the present value of accumulated benefits (PVAB). This reflects current service and current salary. For pension

funding, the PVAB may also be called the current liability; however, the current liability is calculated using Internal Revenue Service mandated interest and mortality assumptions. For pension accounting purposes, the PVAB is referred to as the ABO.

7.2.2. NC. NC is the portion of the PVFB that is attributed to the current year of service. This is the current value of the compensation that is being deferred this year. Different cost methods calculate the NC differently, but generally it reflects the current year of service and may reflect expected future pay increases. For pension accounting purposes, the NC is referred to as the SC.

7.2.3. PVFNC. PVFNC is the portion of the PVFB that will be attributed to future years of service. It covers compensation that has not yet been earned. This number is not disclosed and is rarely used in any cost calculations. However, it is disclosed in valuation reports for plans that use the entry average normal (EAN) funding method.

7.3 Methods Used for PVFB

PVFB can be divided into the AL, NC, and PVFNC under many different actuarial cost methods. The three most common cost methods are the projected unit credit (PUC) cost method, unit credit (UC) cost method, and the EAN cost method.

7.3.1. PUC Cost Method. The PUC cost method considers expected future pay increases in the calculation of the liability and NC.

7.3.2. UC Cost Method. The UC cost method does not reflect expected future pay increases in the liability, and only reflects one year's expected growth in pay in the NC.

7.3.3. EAN Cost Method. The EAN cost method tends to generate a NC from year to year that is a level percentage of payroll for each individual on the system with a single date of retirement, not multiple dates of retirement.



DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

APPENDIX A: "ARCHIVED"

**UNDER SECRETARY OF DEFENSE
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DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

APPENDIX B: "ARCHIVED"

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DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

APPENDIX C: "ARCHIVED"

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