

**VOLUME 2B, CHAPTER 10: “PUBLIC ENTERPRISE, MANAGEMENT, AND TRUST FUNDS”**

**SUMMARY OF MAJOR CHANGES**

All changes are denoted by [blue font](#).

Substantive revisions are denoted by an \* 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 2007 is archived.

<b>PARAGRAPH</b>	<b>EXPLANATION OF CHANGE/REVISION</b>	<b>PURPOSE</b>
Overall	Formatting and room location changes.	Refresh
Overall	Removed reference to bi-annual budget process	Update
100101	Updated references.	Update
100102	Updated fund operating responsibilities.	Update

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## CHAPTER 10

**PUBLIC ENTERPRISE, MANAGEMENT, AND TRUST FUNDS**

## 1001 GENERAL

## 100101. Purpose

A. This chapter highlights the policies and justification procedures underlying budget formulation and congressional justification. The provisions of Volume 11B “Reimbursable Operations, Policy and Procedures – Working Capital Funds (WCF),”, and of Volume 2B, Chapter 9, apply to the Pentagon Reservation Maintenance Revolving Fund and Buildings Maintenance Fund.

B. The following accounts are covered:

Section

1002

Public Enterprise Funds

National Defense Stockpile Transaction Fund  
Pentagon Reservation Maintenance Revolving Fund  
National Defense Sealift Fund  
Buildings Maintenance Fund

Management Funds

Conventional Ammunition Working Capital Fund (**Ceased** operating as a revolving fund at the end of FY 1998. Will process existing orders on hand through Revolving Fund Accounts until complete.)

Trust Funds

National Security Education Trust Fund  
Surcharge Collections, Sales of Commissary Stores, Defense  
(see Section [010603](#) for listing of all current trust fund accounts)

## 100102. Background

A. Public Enterprise Funds are expenditure accounts authorized by Congress to be credited with collections, primarily from the public, that are generated by, and earmarked to finance, a continuing cycle of business-type operations.

B. The Pentagon Reservation Maintenance Revolving Fund and Buildings Maintenance Funds are Enterprise Funds that operate in accordance with the provisions of Volume 11B of the DoD FMR “Reimbursable Operations Policy – Working Capital Funds (WCF)” and of Volume 2B, Chapter 9, “Defense Working Capital Funds Activity Group Analysis”. These Funds satisfy recurring Department of Defense requirements by using a businesslike buyer-and-seller approach. Unlike profit-oriented commercial businesses, one goal of the funds’ is to break even over the long term. Selling prices established in the budget are

stabilized or fixed during execution to protect customers from unforeseen rate and price fluctuations that would impact customer ability to execute the programs approved by the Congress.

C. A basic principle of the enterprise fund structure is to create a customer-provider relationship between tenants and support organizations. This relationship is designed to make managers of support organizations funded through a Revolving Fund and decision-makers at all levels more concerned with the costs of goods and services. Requiring the tenants to pay for support they receive provides increased assurance that services supplied and paid for are actually needed.

D. Trust Funds. The following definitions apply to trust fund accounts.

1. Trust fund receipt account. Trust fund receipt accounts are credited with receipts generated by the terms of a trust agreement or statute. At the point of collection, these receipts are available for transfer to a trust fund expenditure account or are not available for transfer depending upon the terms of the trust agreement or statutory authority.

2. Trust fund expenditure account. Trust fund expenditure accounts are established to record amounts appropriated or otherwise made available by transfer from a trust fund receipt account to be obligated and expended in carrying out the specific purposes or programs in accordance with the terms of the trust agreement or statute. Funds transferred or appropriated to a trust fund expenditure account are normally available for obligation and expenditure within the limits imposed by the trust agreement or authorizing statute.

3. Trust revolving fund account. A trust revolving fund is a single account that is authorized to be credited with receipts and incur obligations and expenditures in support of a continuing cycle of business-type operations in accordance with the provisions of the trust agreement or statute. Trust revolving fund receipts are available for obligation and expenditure without further action by Congress.

4. Unavailable collections are either (1) unappropriated receipts or receipts that are precluded from obligation because of a provision of law, such as a benefit formula or limitation on obligations in PY, CY, or **BY**, or (2) collections unavailable for obligation because of limitations on obligations in PY, CY, or **BY**. Section 36.6 of [OMB Circular A-11](#) provides instructions on MAX Schedule N on unavailable collections for trust funds and O&M special funds which Federal agencies must include in their annual budget submission to OMB.

100103. General

A. In general, DoD trust funds authorized to incur obligations and expend receipts have been exempted from apportionment by OMB. However, the Surcharge Collections, Sales of Commissary Stores, Defense trust revolving fund, and the National Security Education Trust Fund are subject to apportionment by OMB. Each trust fund must be viewed as a unique fund in light of any special provisions in the trust agreement or the enabling legislation.

B. Trust funds have been assigned account symbols between 8000 and 8999. Within this range trust revolving funds have been assigned symbols between 8400 and 8499. Some trust funds used by DoD are:

Surcharge Collections, Sales of Commissary Stores, Defense  
National Security Education Trust Fund

C. The Conventional Ammunition Working Capital Fund **ceased** operations as a Revolving Fund at the end of FY 1998. This activity **is** a direct funded activity under the cognizance of the Single Manager for Conventional Ammunition.

#### 100104. Submission Requirements

General guidance with regard to submission requirements is presented in the DoD Financial Management Regulation (DOD 7000.14-R), Chapter 1. Chapter 10 covers specific back-up material requirements for the above areas.

#### 100105. Preparation of Material

General guidance with regard to format and preparation of material is presented in the DoD Financial Management Regulation (DOD 7000.14-R), Chapter 1. Chapter 10 provides additional specific guidance with regard to the back-up material required for Public Enterprise, Management Fund and Trust Fund accounts.

#### 100106. References

The DoD Financial Management Regulation (DOD 7000.14-R), Chapter 1 provides funding policies to be adhered to include those that impact other appropriations/accounts. Chapter 9 provides guidance related to Defense Working Capital Funds accounts. Certain exhibits required by this chapter are found in Section 0904 of Chapter 9.

### 1002 PROGRAM AND BUDGET REVIEW SUBMISSION

#### 100201. Purpose

This section highlights the policies and justification procedures underlying budget formulation for Public Enterprise, Management Fund, and Trust Fund accounts.

## 100202. Submission Requirements

A. Public Enterprise Funds

1. The Defense Working Capital Funds (Fund) schedules referenced here are in the DoD Financial Management Regulation (DOD 7000.14-R), Chapter 9. The O&M type exhibits (PB, OP) are found in Volume 2A, Chapter 3 and Volume 2B, Chapter 19. Fund budget-type exhibits as noted below should be submitted for the OSD/OMB budget review.

## National Defense Stockpile Transaction Fund

Exhibits Fund-1, 1a, 2, 4, 11, 14, 17, 21, & 23.

## Pentagon Reservation Maintenance Revolving Fund

Exhibits Fund-1, 1a, 2, 3, 7, 9a, 9b, 11, 12, 14, & 23. OP-8 & 9.  
PB-22.

## Building Maintenance Fund

Exhibits Fund-1, 1a, 2, 3, 7, 9a, 9b, 11, 12, 14, & 23. OP-8 & 9.  
PB-22.

## National Defense Sealift Fund (NDSF)

Exhibits Fund-1a, 2, 11, & 12.

2. The instructions and formats for the preparation of the NDSF required procurement and RDT&E exhibits are included in the DoD Financial Management Regulation (DoD 7000.14-R), Chapters 4 and 5, respectively.

Procurement/Ship Acquisition:

Budget Item Justification Sheet (P-40)

Weapon System Cost Analysis (P-5)

Analysis of Ship Cost Estimates (P-8a/8b)

Advance Procurement Analysis (P-10/10a)

Ship Production Schedule (P-27)

Ship Outfitting Costs (P-29)

Ship Post Delivery Estimates (P-30)

National Defense Features (NDF):

Budget Item Justification Sheet (P-40)

RDT&E:

Budget Item Justification Sheet (R-2)  
Program Element/Project Cost Breakdown (R-3)  
Program Schedule Profile (R-4)  
Program Schedule Detail (R-4a)

3. Additional data required by OMB Circular [A-II](#) will be submitted in the fall in accordance with annual USD (Comptroller) budget guidance.

B. Management and Trust Funds - For Trust Funds, Trust Revolving Funds and other Management Funds, program and financing, and object classification schedules will be submitted for each account. The budget authority for each trust fund account must agree with the amounts reported against the applicable receipt accounts as required by DoD accounting guidance related to offsetting receipts. The receipt accounts are published in Treasury's Federal Account Symbols and Titles. For the Defense Commissary Agency, a footnote to the program and financing schedule will show the value of the obligations for renovation/construction of commissaries included in total obligations of the trust revolving fund.

C. Special Budget Exhibits - Unique data pertaining to a particular fund are required as follows:

## National Defense Stockpile

Stockpile Financial Status Report (SP-1)

## Pentagon Reservation Maintenance Revolving Fund

Cost of Services (PR-1)  
Summary Statement (PR-2)

## Buildings Maintenance Fund

Cost of Services (PR-1)  
Summary Statement (PR-2)

## Surcharge Collections, Sales of Commissary Stores, Defense

Summary (CT-1)  
Facility Programs Justification (CT-2)

## National Defense Sealift Fund (NDSF)

Ready Reserve Force (RRF):

- Budget Item Justification Sheet (RRF-1)
- Ship Composition Funding Requirements (RRF-2)
- Ship Readiness Operational Status (ROS) Composition (RRF-3)

D. Budget exhibits will be submitted in accordance with the schedule published annually in DoD Comptroller budget guidance. Formats and instructions for preparation of the Special Exhibits are provided Section 1004.

E. All NDSF related budget justification materials should be submitted directly to the Director for Investment, room 3C749. In addition to the DWCF schedules, procurement, and RDT&E exhibits referenced in paragraph 100202 above, the special exhibits identified above must be included in the NDSF justification budget backup book for both the OSD and Congressional submissions. The backup book should include a table of contents, a computer generated FYDP funding report identifying each business area, and each business area/section should be tabbed.

### 1003 CONGRESSIONAL JUSTIFICATION/PRESENTATION

#### 100301. Purpose

This chapter provides the policies and procedures to guide the development of budget justification and supporting narrative to be submitted by Components to the OUSD (Comptroller) in development of congressional justification material.

#### 100302. Submission Requirements

A. Guidance is applicable to the following DoD Public Enterprise, Management Funds, and Trust Funds:

#### **Public Enterprise Funds**

- (1) National Defense Stockpile Transaction Fund
- (2) Buildings Maintenance Fund
- (3) Pentagon Reservation Maintenance Revolving Fund
- (4) National Defense Sealift Fund

#### **Management Funds**

- (5) Conventional Ammunition Working Capital Fund **ceased** operations as a Revolving Fund on September 30, 1998. All orders on hand as of that date will be processed through the fund until completed.

#### **Trust Funds**

- (6) National Security Education Trust Fund
- (7) Surcharge Collections, Sales of Commissary Stores, Defense

B. The table on the following page presents the exhibit requirements to be submitted as part of the President's budget for the Funds identified in paragraph A, above. Additional budget justification material to accompany the President's budget may be prescribed by separate USD (Comptroller) budget guidance.

#### EXHIBIT/SCHEDULE REQUIREMENTS

<u>Fund</u>	<u>Prog &amp; Financ.</u>	<u>Rev &amp; Exp.</u>	<u>Finan. Cond.</u>	<u>Obj Class</u>	<u>Pers Summary</u>	<u>Status of Contr Auth</u>
(1)	X	X	X	X		
(2)	X	X	X	X	X	
(3)	X	X	X	X	X	
Fund-2, Fund 9a/9b, Fund-11, PR-1, PR-2						
(4)	X			X		
P-5, P-8a/8b, P-10/10a, P-27, P-29, P-30, P-40, R-2, R-3, R-4, R-4a, RRF-1, RRF-2, RRF-3						
(5)	X			X		
(6)	X			X		
(7)	X			X		

#### Public Enterprise Funds

- (1) National Defense Stockpile Transaction Fund
- (2) Buildings Maintenance Fund
- (3) Pentagon Reservation Maintenance Revolving Fund
- (4) National Defense Sealift Fund

#### Management Funds

- (5) Conventional Ammunition Working Capital Fund Ceased operations as a Revolving Fund on September 30, 1998. All orders on hand as of that date will be processed through the fund until completed.

#### Trust Funds

- (6) National Security Education Trust Fund
- (7) Surcharge Collections, Sales of Commissary Stores, Defense

#### 1004 PUBLIC ENTERPRISE, MANAGEMENT AND TRUST FUND FORMATS

##### 100401. Purpose

The special formats provided on the following pages reflect guidance presented in previous sections of this chapter. Unless modified in a submission budget call, these formats should be adhered to.

100402. Exhibits in Support of Section 1002 – Program and Budget Review  
Submission

CT-1 Surcharge Collections, Sales of Commissary Stores Summary .....11  
CT-2 Facility Programs Justification.....12  
PR-1 Pentagon Reservation Maintenance Revolving Fund Cost of Services .....13  
PR-2 Pentagon Reservation Maintenance Revolving Fund Summary Statement .....14  
SP-1 Stockpile Financial Status Report.....15  
RRF-1 Budget Item Justification.....17  
RRF-2 Ship Composition Funding Requirements .....18  
RRF-3 Ship Readiness Operational Status (ROS) Composition.....19

Exhibit CT-1 Surcharge Collections, Sales of Commissary Stores Summary

**Surcharge Collections, Sales of Commissary Stores, Defense****Summary**

(\$ in Millions)

	<b><u>FY PY col. of CY PB</u></b>	<b><u>FY PY</u></b>	<b><u>FY CY col. of CY PB</u></b>	<b><u>FY CY</u></b>	<b><u>FY BY</u></b>
<b><u>OBLIGATIONS</u></b>					
Operating Expenses					
Equipment					
Construction					
Total Obligations (a)					
<b><u>DISBURSEMENTS</u></b>					
Disbursement of					
Prior Year Obligations					
Current Year Disbursements					
Total Disbursements (b)					
<b><u>COLLECTIONS</u></b>					
Revenue (c)					
<b><u>NET OUTLAYS (d) (b-c=d)</u></b>					
CASH: Begin Year (e)					
Net Outlays (f)					
End Year (g) (e-f=g)					
<b>Unliquidated Obligations</b>					
<b>Unobligated Balance Beginning of Year (h)</b>					
<b>Unobligated Balance End of Year (i)</b>					
<b>Unfunded Contract Authority Requested (j) (a-c-h+I=j)</b>					

Provide operations, equipment, and construction obligations for the PY column of the CY President's budget, the PY, the CY column of the CY President's budget, the CY, and the BY.

Provide disbursements of prior year obligations and current year disbursements for the PY column of the CY President's budget, the PY, the CY column of the CY President's budget, the CY, and the BY.

Provide revenue for the five years above.

Provide cash estimates for the five years above.

Provide year-end unliquidated obligations for the five years above.

Provide unfunded contract authority for the five years above.

Exhibit CT-1 Surcharge Collections, Sales of Commissary Stores Summary  
(Page 1 of 1)

Exhibit CT-2 Facility Programs Justification

**Surcharge Collections, Sales of Commissary Stores, Defense  
Facility Programs Justification  
(\$ in Millions)**

<u>LOCATION</u>	<u>DESCRIPTION</u>	<u>TOTAL COST</u>	<u>REMARKS</u>
-----------------	--------------------	-------------------	----------------

Provide a DD Form 1391 for each FY **BY** proposed project.

List the location of each proposed construction project for FY **CY** and FY **BY**.

Description should include whether each project is a new store, add/alter, minor construction, energy conservation, etc.

Total cost is self-explanatory.

Remarks should provide narrative justification for and a description of each project.

Exhibit CT-2 Facility Programs Justification  
(Page 1 of 1)

Exhibit PR-1 Pentagon Reservation Maintenance Revolving Fund Cost of Services

**Pentagon Reservation Maintenance Revolving Fund**  
**Cost of *Basic* Services**  
**(\$ in Millions)**

	<u>FY PY</u>	<u>FY CY</u>	<u>FY BY</u>
1. Operated Space (Average Square Feet) *			
2. Unit Cost of Operations (\$) **			
Cleaning			
Maintenance			
Utilities & Fuel			
Protection			
Other Building Services			
Administration			
Total Unit Cost for Basic Services			
(Multiply by) Billable Space (Sq. Ft.)			
(Equals) Total Cost of Basic Services			

\* Excludes reimbursable “above standard” services.

\*\* Cleaning, maintenance, utilities and fuel, protection, other building services, and administration estimates should equal the cost of each function divided by the billable space square feet for the relevant fiscal year.

Exhibit PR-1 Pentagon Reservation Maintenance Revolving Fund Cost of Services  
 (Page 1 of 1)

Exhibit PR-2 Pentagon Reservation Maintenance Revolving Fund Summary Statement

**Pentagon Reservation Maintenance Revolving Fund  
Summary Statement  
(\$ in Millions)**

	<u>Obs.</u>	<u>Orders</u>	<u>Rev.</u>	<u>Cost</u>	<u>(Disbursements by Fiscal Year)</u>							
					<u>FYPY</u>	<u>FYCY</u>	<u>FYBY</u>	<u>FYBY+1</u>	<u>FYBY+2</u>	<u>FYBY+3</u>	<u>FYBY+4</u>	<u>FYBY+5</u>
<b>Pentagon Renovation</b>												
FY PY			N/A	N/A								
FY CY			N/A	N/A								
FY BY			N/A	N/A								
<b>Other Capital Purchases (specify each)</b>												
FY PY			N/A	N/A								
FY CY			N/A	N/A								
FY BY			N/A	N/A								
<b>Operating Budget</b>												
FY PY												
FY CY												
FY BY												
<b>Total</b>												
FY PY												
FY CY												
FY BY												
<b>Cash</b>			<u>BOY</u>	<u>Collections</u>	<u>Disbursements</u>	<u>EOY</u>						
FY PY												
FY CY												
FY BY												

Obligations, new customer orders, revenue, and costs for the PY, CY and BY year for the Pentagon Renovation, Other Capital Purchases, and Operating Budget (reimbursable services and basic services noted in Exhibit PR-1) should be provided. Disbursements of PY, CY, BY, and obligations for each category are also requested. Beginning of Year (BOY) cash, collections, disbursements, and End of Year (EOY) cash for the PY, CY and BY year is also requested.

Exhibit SP-1 Stockpile Financial Status Report

**NATIONAL DEFENSE STOCKPILE TRANSACTION FUND**  
**Stockpile Financial Status Report**  
**YEAR (CY, BY)**  
**(Dollars in Millions)**

CYBY

Treasury Cash Balance, End of Prior Year

Plus Collections  
 Minus Disbursements

Plus/Minus:

Transfer 1 (label)  
 Transfer 2 (label)

.

.

.

Transfer n label

Sub-Total Transfers

Equals: Cash Balance

Costs

Labor  
 Non-labor  
 Acquisitions and Upgrades

Unliquidated Obligations

Total Costs

**Cash Balance**

1. Purpose. The purpose of this report is to provide information on the financial status of the National Defense Stockpile.
2. Submission. This exhibit will reflect information starting from the end of the prior year, the Current Year (CY), and the budget year (BY) in support of the OSD/OMB and President's budget submissions. End of prior year should be the actual amount reflected on approved accounting reports.

Exhibit SP-1 Stockpile Financial Status Report  
 (Page 1 of 2)

INSTRUCTION FOR PREPARATION OF EXHIBIT SP-1  
STOCKPILE FINANCIAL STATUS REPORT

1. Purpose. The purpose of this report is to provide information on financial status of the National Defense Stockpile.
2. Submission. This exhibit will be submitted for the prior year (PY), the current year (CY), and budget year (BY) in support of the OSD/OMB and President's budget submissions.
3. Entries:
  - a. Annual Program addresses transaction during the year involving current year funds only.
  - b. Total addresses all transactions including adjustments and balances from previous years' transactions.

Exhibit SP-1 Stockpile Financial Status Report (Continued)  
(Page 2 of 2)



Exhibit RRF-2 Ship Composition Funding Requirements

FY BY Submission  
Month/Year  
Exhibit RRF-2

Ready Reserve Force (RRF)  
Ship Composition Funding Requirements

**RRF**                      **FY PY-1**                      **FY PY**                      **FY CY**                      **FY BY**                      **FY BY+1**                      **FY BY+2**                      **FY BY+3**                      **FY BY+4**                      **FY BY+5**

**O&M**  
**Ship Types**  
**Breakbulk**  
ROS-4  
ROS-5  
etc.

Provide annual funding requirements for each ship type by ROS category.  
Specify funding by O&M, acquisition and other (specify Other categories consistent with the RRF-1 exhibit).

**Ro/Ros**  
ROS-4  
ROS-5  
etc.

**Total O&M**

**Acquisition**  
Ship Types

**Total Acquisition**

**Other**  
Ship Types

**Total Other**

**Total RRF**

Exhibit RRF-2 Ship Composition Funding Requirements  
(Page 1 of 1)

Exhibit RRF-3 Ship Readiness Operational Status (ROS) Composition

FY BY Submission  
Month/Year  
Exhibit RRF-3

Ready Reserve Force (RRF)  
Ship Readiness Operational Status (ROS) Composition

**RRF**  
**Ship Types**      **FY PY-1**      **FY PY**      **FY CY**      **FY BY**      **FY BY+1**      **FY BY+2**      **FY BY+3**      **FY BY+4**      **FY BY+5**

**Ro/Ros**

(ROS Status ROS-4)  
(ROS Status ROS-5)  
(ROS Status etc.)

Total Ro/Ros

**Breakbulk**

(ROS Status ROS-4)  
(ROS Status ROS-5)  
(ROS Status etc.)

Total Breakbulk

etc.

Provide the composition of the RRF by FY for each ship type, i.e.; Breakbulk, Ro/Ros Tankers etc.  
Specify ships consistent with the RRF-2 exhibit.

**Totals**

(ROS Status ROS-4)  
(ROS Status ROS-5)  
(ROS Status etc.)

Total RRF Fleet

**New Acquisitions**

**Retirements**

Exhibit RRF-3 Ship Readiness Operational Status (ROS) Composition  
(Page 1 of 1)