DEPARTMENT OF DEFENSE

FINANCIAL MANAGEMENT REGULATION

VOLUME 4: “ACCOUNTING POLICY”

UNDER SECRETARY OF DEFENSE
(COMPTROLLER)
**VOLUME 4, CHAPTER 1: “FINANCIAL CONTROL OF ASSETS”**

**SUMMARY OF MAJOR CHANGES**

All changes are 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 September 2008 is archived.

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<td>010101 and 010202</td>
<td>Updated definition of Assets. Delineated that fiduciary assets meeting the definition in the Statement of Federal Financial Accounting Standards 41 are not reported on the Federal Entity’s Balance Sheet.</td>
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<td>010103</td>
<td>Added an Authoritative Guidance paragraph.</td>
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<td>010204</td>
<td>Updated Entity versus Nonentity Assets description and reporting requirements.</td>
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<td>010601</td>
<td>Updated examples of Advances.</td>
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<td>010602</td>
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CHAPTER 1

FINANCIAL CONTROL OF ASSETS

0101 GENERAL

*010101. Overview

Assets are items owned by the federal government which have probable (more likely than not) economic benefits that can be obtained or controlled by a Federal Government entity. A Department of Defense (DoD) asset is any item of economic value owned by a DoD Component or held in a fiduciary capacity under the control of a DoD Component. However, fiduciary assets matching the definition outlined in the Statement of Federal Financial Accounting Standard (SFFAS) 31, “Accounting for Fiduciary Activities” must not be recognized on the Balance Sheet of the Federal entity. These assets are defined as “the collection or receipt, and the subsequent management, protection, accounting, investment and disposition of cash or other assets in which non-Federal individuals or entities (‘non-Federal parties’) have an ownership interest that the Federal Government must uphold. The fiduciary relationship must be based on statutory or other legal authority and the fiduciary activity must be in furtherance of that relationship.”

010102. Purpose

This chapter sets forth overall standards for the DoD Components to follow in accounting for assets. One of the objectives of DoD accounting is establishing financial control, from time of acquisition to time of disposal, over all assets provided to, or acquired by, the DoD. Such control ensures proper and authorized use as well as adequate care and preservation, since no asset can be acquired, put into use, transferred, written down, written off, or disposed of, without the proper authorization necessary to document and record the transaction. Account for all tangible assets provided to the DoD including assets in transit and assets in the hands of contractors, private parties, and other government agencies.

*010103. Authoritative Guidance

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

A. Financial Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Concepts (SFFAC) 6, “Distinguishing Basic Information, Required Supplementary Information, and Other Accompanying Information;”

B. FASAB SFFAS 1, “Accounting for Selected Assets and Liabilities;”

C. FASAB SFFAS 3, “Accounting for Inventory and Related Property;”

D. FASAB SFFAS 6, “Accounting for Property, Plant, and Equipment;”

E. FASAB SFFAS 8, “Supplementary Stewardship Reporting;”
F. FASAB SFFAS 31, “Accounting for Fiduciary Activities;”


I. TFM Volume 1, Part 2, Chapter 3400, “Accounting for and Reporting on Cash and Investments Held Outside of the United States (U.S.) Treasury;”

J. TFM Volume 1, Part 2, Chapter 5100, “Reconciling Fund Balance with Treasury Accounts;” and

K. Department of Defense Instruction (DoDI) 5000.64, “Accountability and Management of DoD Equipment and Other Accountable Property.”

*0102 ACCOUNTING REQUIREMENTS

010201. Accounting Requirements Overview

Sections 0103 through 0108 provide policy on specific accounting requirements for various categories of assets. The general requirements prescribed in this section apply to all assets.

*010202. Definition of Asset

An asset is a resource that embodies economic benefits or services that DoD controls. An asset has two essential characteristics:

A. It embodies economic benefits or services that can be used in the future; and

B. The DoD controls access to the economic benefits or services and, therefore, can obtain them or deny or regulate the access of other entities.

010203. Noncash Assets

Noncash assets will be valued promptly, once acquired by or taken into possession by the DoD, and subjected to financial accounting control. For purposes of this paragraph, promptly means no later than the entity’s fiscal year-end.
*010204. Entity Versus Nonentity Assets

DoD Components report entity assets separately from nonentity assets in Note 2 of the entity’s financial statements. The entity’s Balance Sheet combines entity assets and nonentity assets.

A. Entity assets are assets that the reporting DoD Component has authority to use in its operations, that is to say, the DoD Component has the authority to decide how the asset is used, or is legally obligated to use the asset to meet statutory obligations.

B. Nonentity assets are assets held by a DoD Component but are not available for the Component to use in its operations. In some circumstances, a DoD Component may maintain cash or other nonentity assets in a fiduciary capacity for the Treasury, other government agencies or non-federal entities. DoD Components must report both entity assets and nonentity assets under an entity’s custody or management in the entity’s financial statements. However, DoD Components must not recognize on the Balance Sheet nonentity assets meeting the definition of fiduciary assets, but should disclose them in accordance with the provisions of FASAB SFFAS 31. Disclose in Note 2 of the entity’s financial statements nonentity assets reported on an entity’s Balance Sheet in accordance with OMB Circular A-136, Section II 4.3.3 Assets; see also Volume 6B, Chapter 10. Recognize an amount equal to nonentity assets as a liability (due to Treasury or other entities) on the Balance Sheet.

010205. Intragovernmental Versus Public Transactions

A. Intragovernmental assets arise from transactions among Federal Agencies and represent claims of a Military Department or Defense Agency against other DoD Components and other Federal Agencies.

B. Public assets arise from transactions between DoD Components and non-federal entities, which include domestic and foreign persons and organizations outside the U.S. Government. The term “public” can also be used to represent non-federal entities.

010206. Accounting Events

The accounting events discussed in Chapters 2 through 7 frequently will require compound accounting entries; that is, accounting entries must be made simultaneously in both the proprietary accounts and the budgetary accounts. Additional information on budgetary accounts, not covered in this chapter, is included in Volume 3.

0103 FUND BALANCE WITH TREASURY AND CASH

010301. Fund Balance with Treasury (FBWT) Policy

FBWT is an asset account that reflects the available funds in the entity’s accounts with Treasury that authorizes the entity to make expenditures and pay liabilities. Collections and disbursements by the Department increase or decrease the balance of the account. Treasury
requires all federal agencies to reconcile their FBWT accounts on a regular and recurring basis to assure the integrity and accuracy of their internal and Government wide financial data. Any differences identified during the reconciliation process must be researched and resolved. Reconciliation documentation (including support for any adjustments required) must be prepared and retained. Evidence of review and approval for the reconciliation and any adjustments must be contained in the documentation. Unresolved differences compromise the reliability of FBWT balances and Treasury’s published financial statements. This, in turn, compromises the overall integrity and status of the Department’s and Government wide financial position. Chapter 2 provides more detailed information on accounting for cash and FBWT.

010302. Cash Held Outside of Treasury

In limited circumstances, in addition to “FBWT,” DoD reporting entities may be authorized to hold cash outside of Treasury to provide check-cashing services in accordance with Volume 5. Cash includes all monetary resources on hand or on deposit with banks and other financial institutions, including coins, currency, and readily negotiable instruments (such as checks and money orders).

010303. Restricted Cash

Restrictions are usually imposed on cash deposits by law, regulation, or agreement. Nonentity cash is always restricted cash. Entity cash may be restricted for specific purposes. Such cash may be in escrow or other special accounts. Financial reports should disclose the reasons and nature of restrictions.

*010304. Accounting Requirements for FBWT and Cash

The requirements prescribed by this paragraph apply to accounting for FBWT and cash.

A. FBWT and Cash accounting will:

1. Be complete, accurate and timely.

2. Cover cash receipts, cash disbursements, and cash balances.

3. Comply with applicable laws and regulations.

4. Disclose errors, losses, and gains. DoD Components must identify, resolve and correct errors on a timely basis as detailed in Chapter 2.

B. Record cash receipts immediately upon collection, kept under control, and deposited intact as soon as practicable. Disbursing Officers (DOs) and their cash agents may hold cash collections for operating requirements within their cash-holding authority.
C. Make cash disbursements only after receiving an approved voucher package containing evidence of performance (i.e., receipt of goods and/or services via DD Form 250, Material Inspection and Receiving Report), a valid purchase order, and a valid invoice. Cash disbursements can also be made after receiving an authorized advance payment request. Cash disbursements and collections will be recorded promptly in the applicable DoD accounting system and reported in the Statement of Transactions.

D. Cash receipts and disbursements are to be reconciled with appropriate documents and accounting records, as applicable within each accounting period. The reconciliation should document and serve to verify that all amounts reflected in the supporting documentation agrees with the postings to the U.S. Standard General Ledger account 101000, Fund Balance with Treasury and 109000, Fund Balance with Treasury Under a Continuing Resolution. Any differences identified during the reconciliation process must be researched and resolved. Reconciliation documentation (including support for any adjustments required) must be prepared and retained. Evidence of review and approval for the reconciliation and any adjustments must be contained in the documentation.

E. Account for foreign currencies in subsidiary accounts separate from U.S. currency. Report foreign currencies at the U.S. dollar equivalent using the exchange rates prescribed by the Secretary of the Treasury. Disclose the fact that a foreign currency is not freely exchangeable in the notes to the financial statements. Accounting entities may prepare financial statements for their own use, which may or may not be in U.S. dollars. These entity level statements will be translated into U.S. dollars when used to prepare departmental financial statements. See Volume 6A, Chapter 7 for additional information related to foreign currencies.

F. Guidance relating to cash management procedures prescribed by the Treasury is in Chapter 2.

0104 RECEIVABLES

010401. Receivables Overview

Amounts due the DoD will be recorded accurately in the appropriate receivable account in the accounting period during which the transaction or event giving rise to the receivable occurs. Receivables arise from claims to cash or other assets and include accounts receivable, interest receivable, and loans receivable. Guidance relating to receivables is contained in Chapter 3.

010402. Recognition of Receivable

FASAB SFFAS 1 requires that a receivable be recognized when a federal entity establishes a claim to cash or other assets against other entities, either based on legal provisions, such as a payment due date (e.g., payment not received by the due date on the invoice), or goods or services provided. If the exact amount is unknown, then a reasonable estimate should be made.
0105 INVENTORY AND RELATED PROPERTY

010501. Definition of Inventory and Related Property

Inventory is tangible personal property that is (1) held for sale, (2) in the process of production for sale, or (3) to be consumed in the production of goods for sale or in the provision of services for a fee. Inventory includes items for sale or transfer to entities outside the Federal Government or to other Federal Entities.

A. Inventory will be recognized as an asset when title passes to the purchasing entity or when the goods are delivered to the purchasing entity. Delivery or constructive delivery will be based on the terms of the contract regarding shipping and/or delivery.

B. Inventory will be valued at historical cost, using the moving average cost assumption unless an exception is specifically authorized.

C. Guidance relating to inventories is contained in Chapter 4.

010502. Operating Materials and Supplies and Stockpile Materials

Related property for purposes of this volume includes operating materials and supplies and stockpile materials.

0106 ADVANCES AND PREPAYMENTS

*010601. Advances

Advances are cash outlays made by a federal entity to its employees, contractors, grantees, or others to cover a part or all of the recipients' anticipated expenses or as advance payments for the cost of goods and services the entity acquires. Common examples include, travel advances disbursed to employees prior to business trips, and cash or other assets disbursed under a contract, grant, or cooperative agreement before services or goods are provided by the contractor or grantee. Advances are reduced when related goods or services are received, contract terms are met, or progress is made under a contract, or anticipated expenses are realized. Advances are assets of the paying entity. Guidance relating to advances is contained in Chapter 5.

*010602. Prepayments

Prepayments are payments made by a Federal Entity to cover certain periodic expenses before those expenses are incurred. Typical prepaid expenses are rents paid to a lessor at the beginning of a rental period. Reduce prepayments when goods or services are received by the DoD Component or prepaid expenses expire. Prepayments are assets of the paying entity. Guidance relating to prepayments is contained in Chapter 5.
010603. Reporting Intragovernmental Transactions

Advances and prepayments made from one Federal Entity to another Federal Entity are intragovernmental transactions and should be accounted for and reported separately from those made to non-federal entities.

0107 PROPERTY, PLANT, AND EQUIPMENT (PP&E)

*010701. Definition of PP&E

PP&E is composed of General PP&E, Heritage Assets, and Stewardship Land. FASAB SFFAS 6 defines PP&E as tangible assets, including land, that have estimated useful lives of two years or more, are not intended for sale in the ordinary course of operations, and have been acquired or constructed with the intention of being used or being available for use by the entity. PP&E also includes assets acquired through capital leases, including leasehold improvements, property owned by the reporting entity in the hands of others (e.g., state and local governments, colleges and universities, or Federal contractors), and land rights. Heritage Assets are PP&E of historical, natural, cultural, educational, or artistic significance (e.g., aesthetic); or with significant architectural characteristics. Stewardship Land is land and land rights other than that acquired for or in connection with General PP&E, land acquired via the public domain, or land acquired at no cost. Accounting for PP&E in which the government has an ownership interest is important because public funds are invested. Account and control property in the accountable property systems of record. The DoD has an obligation to safeguard its property from theft, abuse, waste, and unauthorized use and otherwise manage the property efficiently and effectively. Consistent with the DoDI 5000.64, DoD is accountable for all property acquired, leased, or otherwise obtained throughout an asset's lifecycle: from initial acquisition and receipt; through accountability and custody; until formally relieved of accountability by authorized means, including disposition; or through a completed evaluation and investigation for lost, damaged, destroyed, or stolen property. See additional guidance relating to PP&E in Chapter 6 and Volume 12, Chapter 14.

010702. Recording General PP&E Assets

Record all General PP&E assets in accounting records at cost. Such costs will include all costs incurred to bring the PP&E to a form and location suitable for its intended use in operations. The cost of Stewardship PP&E (except for Multi-Use Heritage Assets) will be expensed in the accounting period in which incurred.

0108 OTHER ASSETS

010801. Other Assets Classified

Other assets include investments, and other miscellaneous assets not otherwise classified, that cannot be classified in a specific category identified in sections 0102 through 0107.
010802. Financial Control

Guidance relating to these other assets is included in Chapter 7. The basic purpose is to ensure financial control over these assets and the recording of expenses or dispositions in the appropriate accounting periods.
VOLUME 4, CHAPTER 2: “ACCOUNTING FOR CASH AND FUND BALANCES WITH TREASURY”

SUMMARY OF MAJOR CHANGES

All changes are denoted by blue font.

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<td>0201</td>
<td>Revised section to include paragraphs for “Purpose” and “Authoritative Guidance” to comply with the Department of Defense Financial Management Regulation Revision Standard Operating Procedures.</td>
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<td>0202</td>
<td>Relocated the paragraph from “General” to a separate section, “Definitions,” updated to align with Generally Accepted Accounting Principles definitions per Federal Accounting Standards Advisory Board guidance. Consolidated and streamlined definitions with revised paragraph numbering. Expanded explanation of defined terms and included additional terms and definitions.</td>
<td>Revision</td>
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<td>0203</td>
<td>Relocated section 0202 “Standard General Ledger Accounts” to section 0203. Updated United States Standard General Ledger (USSGL) account definitions, and replaced USSGL account definitions with the correct accounts.</td>
<td>Revision</td>
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<td>Relocated section 0205 “Cash Held Outside of Treasury” to section 0204, consolidated information about “Imprest Funds” at Paragraph 020502 and “Undeposited Collections” at paragraph 20503 with definitions in Paragraphs 020304 and 020303, respectively, and revised section/paragraph numbering.</td>
<td>Revision</td>
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<tr>
<td>0205</td>
<td>Relocated section 0206 “Cash Audits and Reviews” to section 0205, and revised section/paragraph numbering.</td>
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<tr>
<td>0206</td>
<td>Updated information, deleted extraneous information, elaborated on defined terms, revised language for clarification, and revised paragraph numbers.</td>
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<td>0206</td>
<td>Deleted Defense Working Capital Fund requirement to transfer FBWT annually to 097x4930.005 (previous 020402.C in December 2009 version).</td>
<td>Deletion</td>
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<td>0207</td>
<td>Relocated Paragraph 020407 “Fund Balance with Treasury Transactions” to its own section and updated information to distinguish between current year and prior year obligation refunds.</td>
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<tr>
<td>0208</td>
<td>Revised entire section for clarification and procedural changes.</td>
<td>Revision</td>
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<td>Table 2-1</td>
<td>Added Table 2-1 to identify the FBWT relationships between the Statement of Budgetary Resources and the Balance Sheet.</td>
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<td>Figure 1</td>
<td>Added Figure 1 to depict critical areas to address for Fund Balance with Treasury related to paragraph 020606.</td>
<td>Addition</td>
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The following Deputy Chief Financial Officer policy memorandums were incorporated into this chapter and cancelled:

"DoD Financial Management Regulation, Volume 4, Chapter 2, Accounting for Cash and Fund Balances with Treasury (FBWT)," dated May 21, 2009

"Clarification of Fund Balance with Treasury (FBWT) Reconciliation Requirements," dated June 9, 2009
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CHAPTER 2

ACCOUNTING FOR CASH AND FUND BALANCES WITH TREASURY

*0201 GENERAL

020101. Purpose

This chapter prescribes Department of Defense (DoD) accounting policy and related management requirements necessary to establish financial control over fund balances with the United States (U.S.) Department of the Treasury (Treasury) and cash resources not part of the fund balance with Treasury. Unless otherwise stated, this chapter is applicable to all DoD Components including the Defense Working Capital Fund (DWCF) activities.

020102. Authoritative Guidance


*0202 DEFINITIONS

020201. Cash

Cash, including imprest funds, must be recognized as an asset in accordance with SFFAS 1, Paragraph 27. Cash consists of: (a) coins, paper currency and readily negotiable instruments, such as money orders, checks, and bank drafts on hand or in transit for deposit; (b) amounts on demand deposit with banks or other financial institutions; and (c) foreign currencies, which, for accounting purposes, must be translated into U.S. dollars at the exchange rate on the financial statement date.

020202. Cash Held Outside of Treasury

_ITFM 2-3400, Section 3420_ states that “Cash Held Outside of Treasury” are funds under the custodial responsibility of Federal Government agencies and/or their employees, officers, or agents that are deposited in non-Treasury general accounts. “Cash Held Outside of Treasury” includes “Disbursing Officer’s (DO’s) Cash” which are Treasury funds (cash) held by the Disbursing Officer in local accounts, but which are not directly associated with any DoD appropriation. See also Section 0204 and Chapter 1.
020203. Entity Cash

SFFAS 1, Paragraph 28 defines entity cash as the amount of cash that the reporting entity holds and is authorized by law to spend. Imprest Funds are cash advances against a specific Line of Accounting (LOA) from the Disbursing Officer to an appointed cashier. As advances, these funds are a form of “Cash Held Outside of Treasury” but because an entity LOA is cited as the basis of the Imprest Fund, the advance is considered “entity cash.”

020204. Non-entity Cash

Non-entity cash is cash that a federal entity collects and holds on behalf of the U.S. Government or other entities. In some circumstances, the entity deposits cash in its accounts in a custodial capacity for the Treasury or other federal entities, or in a fiduciary capacity for non-federal parties. In accordance with SFFAS 1, Paragraph 29, Components must recognize non-entity cash that does not meet the definition of a fiduciary asset on the Balance Sheet, reported separately from entity cash in the accompanying notes in the financial statement. Components must not recognize non-entity cash meeting the definition of a fiduciary asset on the Balance Sheet, but must disclose it in accordance with the provisions of SFFAS 31, “Accounting for Fiduciary Activities.”

020205. Restricted Cash

Restrictions imposed on cash deposits are usually from laws, regulations, or agreements. Non-entity cash is always restricted cash. Entity cash may be restricted for specific purposes. Such cash may be in escrow or other special accounts. In accordance with SFFAS 1, Paragraph 30, Components must disclose the reasons and nature of restrictions in the notes to the financial statements.

020206. Fund Balance With Treasury

SFFAS 1 provides the following definition for FBWT.

A. A federal entity’s FBWT is the aggregate amount of funds in the entity’s accounts with Treasury for which the entity is authorized to make expenditures and pay liabilities.

B. FBWT is an intragovernmental item, except for fiduciary or other non-federal non-entity FBWT. From the reporting entity’s perspective, the reporting entity’s FBWT is an asset because it represents the entity’s claim to the federal government’s resources. However, from the perspective of the federal government as a whole, it is not an asset; and while it represents a commitment to make resources available to federal departments, agencies, programs and other entities, it is not a liability.
C. In contrast, fiduciary and other non-federal non-entity FBWT [(e.g., the Federal Employees’ Thrift Savings Fund) see SFFAS 31, Paragraph 2] is not intragovernmental, and it represents a liability of the appropriate Treasury component and of the federal government as a whole to the nonfederal beneficiaries.

D. A federal entity's FBWT includes clearing account balances and the dollar equivalent of foreign currency account balances (e.g., foreign burden sharing payments). Components must translate foreign currency account balances into U.S. dollars at exchange rates determined by the Treasury and effective at the financial reporting date using the *Treasury Reporting Rates of Exchange*. A federal entity's FBWT also includes balances for direct loan and loan guarantee activities held in the credit reform program and financing accounts.

E. An entity's FBWT is increased by, among other things, amounts collected and credited to a fund that the entity is authorized to spend or use to offset its expenditures. Disbursements made to pay liabilities or to purchase assets, goods, and services, investments in Treasury or other securities, transfers and reimbursements to other entities or to the Treasury, and similar transactions reduce an entity’s FBWT. See Table 2-1 for examples of financial events that impact a Component’s FBWT on the Balance Sheet and on the Statement of Budgetary Resources (SBR).

F. An entity’s fund balance does not include contract authority or unused authority to borrow. Contract authority is a statutory authority under which Components may enter into contracts or other obligations before receiving an appropriation for the payment of obligations. The later enacted appropriation provides resources to liquidate obligations. Thus, contract authority merely permits a federal entity to incur certain obligations but does not add funds to the agency’s accounts with Treasury or authorize outlays. See also SFFAS 7, “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” Paragraph 211 and the Office of the Management and Budget (OMB) Circular A-11, Subsections 20.3 and 20.4(b) for additional information on contract authority.

G. The authority to borrow is a statutory authority that permits a federal agency to incur obligations and make payments for specific purposes out of borrowed funds. Authority to borrow adds funds to an agency's accounts with Treasury only after the agency actually uses the authority to borrow a specific amount of funds. Thus, authority to borrow is included in an entity's FBWT only to the extent that funds are actually borrowed under the authority. See OMB Circular A-11, Subsection 20.4(b) for more information on borrowing authority, and Volume 3, Chapter 15 for a description of DoD borrowing authority.

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1 In addition, DoD also uses spending authority from offsetting collections represented by unfilled customer orders or accounts receivable to replace obligated contract authority as a budgetary resource.
H. Agencies report changes in the FBWT accounts to the Treasury’s Bureau of the Fiscal Service (BFS). All agencies must submit FBWT disbursement and collections to the Treasury’s Central Accounting and Reporting System (CARS) on a daily basis. “CARS Daily Reporters” submit the Treasury Account Symbol (TAS)/Business Event Type Code reporting classification of each payment or collection to CARS via the Payment Information Repository or Collection Information Repository, respectively.

I. Until agencies are in compliance with being “CARS Daily Reporters,” they must continue to report disbursements and collections through monthly reporting on Statements of Transactions (Financial Management Service (FMS) 224, FMS 1220) and Statements of Accountability (FMS 1219) in accordance with TFM Volume I, Part 4A-Chapter 4000, Section 4030. See Volume 6A, Chapter 3 and Volume 5, Chapter 15 for information on the requirements for the FMS 1219 and FMS 1220.

020207. FBWT Reconciliation

A. Reconciliation is a process that compares two sets of records (usually the balances of two accounts), identifies, and explains the differences between the records or account balances. The timing of transactions, an invalid line of accounting, or insufficient detail may cause differences, or reconciling items. Reconciliation is not complete until all differences are identified, aged, accountability is assigned, and differences are explained. Once reconciliations are complete, appropriate adjustments may need to be documented and made to records.

B. A FBWT reconciliation is a specific reconciliation of the actual accounting transactions (including funding, disbursements, collections, and transfers) back to the detailed amounts posted to both entity general ledgers and entity Treasury accounts (United States Standard General Ledger (USSGL) accounts 101000 and 109000). Reconciliation involves identifying and comparing accounting events or transactions to determine whether transactions are recorded properly and can be cleared, have not yet been recorded (in-transit), or were recorded improperly and require correction either in the general ledger or at Treasury.

C. An effective FBWT reconciliation in which all reconciling differences are resolved ensures that the FBWT universe of transactions (see definition at paragraph 020208) is complete and transactions included in the FBWT accounts are valid. Effective FBWT reconciliation also supports reporting accurate, valid and timely FBWT account balances.

D. Unrecorded or improperly recorded transactions, usually referred to as “reconciling items,” are expected and often a result of timing differences and occasional errors.

E. TFM 2-5100, Section 5130 states that agencies must reconcile the FBWT USSGL account balances for each fund symbol with BFS’ records (Governmentwide Accounting (GWA) Account Statement; Expenditure Transaction Report; and Available, Unavailable, and Unappropriated Receipt Account Reports) on a monthly basis.
020208. FBWT Universe of Transactions

The FBWT universe of transactions includes all valid funding, disbursements, collections, or transfers of funds (including warrants) to or from an entity over a given time period. These transactions affect the amounts and balances in appropriation accounts reported to or by Treasury, recorded in an entity’s general ledger, or presented in an entity’s financial reports. When these transactions are reconciled from the entity disbursing systems, general ledgers, and financial statements to Treasury’s records, voucher-level detail will support all identified differences. Note that there are two universes of transactions for FBWT: Treasury detail and accounting detail. For purposes of FBWT reconciliations, transaction level detail begins with the line of accounting and must have the following data elements (at a minimum): TAS, Organization Unique Identifier Code or limit (for Department 097), reimbursable flag indicator, accounting station identifier code, agency disbursing identifier code, and the voucher number and amount.

020209. Transactions

Financial Accounting Standards Board, Statement of Financial Accounting Concept 6, “Elements of Financial Statements, Transactions, Events, and Circumstances,” Paragraph 137 states that a transaction is a particular kind of external event, namely, an external event involving transfer of something of value (future economic benefit) between two (or more) entities. The transaction may be reciprocal (e.g., an exchange by both parties) or nonreciprocal (i.e., taxes or gifts). Simply stated, transactions are business events or happenings that change an entity’s financial position or account balances. Examples of transactions include obligating funds, buying supplies, recording accounts payable, paying accounts payable, buying equipment, purchasing contract services, and paying employees.

020210. Undistributed Amounts

Undistributed amounts are amounts that have been reported to Treasury but have not yet been posted to the appropriate obligation in a Component’s general ledger. Undistributed amounts can be a result of timing, invalid line of accounting, and invalid TAS information, among other reasons. Unsupported undistributed amounts are amounts that are not yet reconciled and not yet researched to supporting documentation.

020211. Forced Balance Entry

A. A “forced balance entry” represents any amount posted, usually at a summary level, to eliminate differences between the Component’s general ledger balance (USSGL accounts 101000 and 109000) and the Treasury’s control total. Typically, these adjustments appear as “undistributed” amounts; when, in fact, they are differences.

B. Although Treasury requires the Components to match the Treasury’s balance, a forced balance entry is not an adequate reconciliation of the USSGL 101000 and 109000. When reconciling FBWT USSGL 101000 or 109000, Components must research the causes of the differences at the detail voucher level, identify undistributed amounts, and
ultimately, clear the aged undistributed amounts as required in I TFM 2-5100, Section 5130. All differences must be cleared within 60 days, with the exception of those suspense accounts that have been identified by Treasury as exempt from the 60-day requirement.

C. In accordance with the Government Accountability Office (GAO) and the President’s Council on Integrity and Efficiency (PCIE), Financial Audit Manual (FAM), Volume 2, (GAO-08-586G), Paragraph 10, entities must avoid arbitrarily adjusting accounts to the amounts reported by Treasury and/or recorded differences in suspense accounts without adequately researching the causes of the differences. Unreconciled differences recorded in suspense accounts could represent transactions that have not been properly recorded by the entity to the appropriate accounts.

*0203 STANDARD GENERAL LEDGER ACCOUNTS

Components must use the following accounts to record transactions for FBWT or foreign currency transactions. These general ledger accounts and accounting entries for these accounts are specified in the USSGL TFM Supplement and the DoD USSGL Standard Financial Information Structure (SFIS) Transaction Library.

<table>
<thead>
<tr>
<th>Account Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>020301</td>
<td>FBWT (Account 101000)</td>
</tr>
</tbody>
</table>

FBWT is the aggregate amount of funds on deposit with Treasury, excluding seized cash deposited. Seized Cash is the amount of cash seized by law enforcement activity and deposited to the Treasury in banks or other financial institutions pending forfeiture judgment (see USSGL 153200).

A. Federal agencies derive fund balances from different sources. Transactions increasing FBWT typically include the following: (1) appropriations, reappropriations, appropriation restorations, and allotments; (2) transfers and reimbursements received from other agencies; (3) amounts borrowed from BFS, Federal Financing Bank, or other entities; and (4) amounts collected and credited to appropriation or fund accounts that the entity is authorized to spend or use to offset its expenditures.

B. FBWT is reduced by (1) disbursements made to pay liabilities or to purchase assets, goods, and services; (2) investments in U.S. securities (securities issued by BFS or other Federal Government agencies); (3) cancellation of expired appropriations; (4) transfers and reimbursements to other entities or to the General Fund of the Treasury; and (5) sequestration or rescission of appropriations.

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2 OMB states: “An entity’s FBWT should tie to the sum of the balances reflected on the CARS Account Statement for the entity’s Treasury Account Symbols. An adjustment will need to be made for available receipts appropriated/credited to the related expenditure accounts, since the balances will appear in both the receipt ledger and the account statements for the expenditure account.”
020302. FBWT Under a Continuing Resolution (Account 109000)

The amount equal to the funding provided under a continuing resolution and apportioned in accordance with the OMB’s automatic apportionment bulletin. Pursuant to a continuing resolution or enacted annual appropriation act, the account may be used while awaiting a warrant to be issued for an appropriation by the Treasury's BFS.

020303. Undeposited Collections (111000)

Undeposited collections are collections on hand, not yet deposited within the same accounting period. Components use this account to record amounts for which the Treasury has not yet issued a deposit confirmation. All DoD Components must use this account and must maintain subaccounts for each appropriation or fund.

020304. Imprest Funds (Account 112000)

Imprest funds represent the authorized amount of cash held by a Disbursing Officer at personal risk. Imprest funds are fixed cash or petty cash funds in the form of currency or coin that has been advanced to a cashier as "Funds Held Outside of Treasury." Refer to Volume 5, Chapter 2 for additional information on Imprest Funds.

020305. Other Cash (Account 119000)

Use account 119000 to record cash holdings not otherwise classified. Use 119000 to record Cash Held Outside of Treasury with the exception of imprest funds. DoD Components record advances from Treasury’s General Fund for “Cash Held Outside of Treasury” not otherwise disbursed and attributed to a specific Treasury account to USSGL 119000 with an offset to a liability account for the total amount advanced by the Treasury (see paragraphs 020202 and 020402).

020306. Foreign Currency (Account 120000)

The Foreign Currency account is used to record in U.S. dollar equivalents the purchase or exchange of foreign government currency and other transactions occurring through use of the foreign currency. Components must record transactions at the current exchange rate specified by the Treasury Reporting Rates of Exchange. Foreign currency fluctuation gains or losses resulting from the settlement of foreign currency receivables or payables must be recorded when the settlement occurs. DoD Components must use this account when foreign currencies are involved. Sources of entries to the “Foreign Currency” account include reimbursement and disbursement vouchers, sales records, and documented foreign exchange gains and losses reported to Treasury. See Volume 6A, Chapter 7 for additional information on foreign currency fluctuation.
020307. Nonexpenditure Financing Sources–Transfers-In–Other (Account 575500)

The amount of financing sources of a reporting Federal entity representing funds transferred in, or to be transferred in, occurring as a result of a nonexchange, non-expenditure transfer-in between two Federal funds (as defined by OMB) where a credit to unexpended appropriations is not valid.

020308. Nonexpenditure Financing Sources–Transfers-Out–Other (Account 576500)

The amount of financing sources of a reporting Federal entity representing funds transferred out, or to be transferred out, occurring as a result of a nonexchange, non-expenditure transfer-out between two Federal funds (as defined by OMB) where a credit to unexpended appropriations is not valid.

*0204 ACCOUNTING FOR CASH HELD OUTSIDE OF TREASURY

020401. Guidance on Cash and Investments Held Outside of Treasury

ITFM, 2-3400 provides guidance on “Cash and Investments Held Outside of the U.S. Treasury” and the requirements for accountable officers who have responsibilities for funds received, certified, disbursed, and held in their custody (e.g., Disbursing Officers).

020402. Recording Cash Held Outside of Treasury

The amount of “Cash Held Outside of the U.S. Treasury” must be recorded using USSGL account 119000 for cash held by Disbursing Officers at personal risk. The FMS 1219, Statement of Accountability, is used to determine the accountability of Disbursing Officers for funds held outside of the Treasury (cash on hand). The balance in this account is not an asset of a DoD Component for external statement purposes because it represents Treasury cash advanced to Disbursing Officers under various authorities, including: 10 United States Code (U.S.C.) Section 2206 (disbursements out of available advances for obligations chargeable to appropriations of other departments/agencies), 31 U.S.C. § 3324 (advances), and 31 Code of Federal Regulations 240.12(a) (drawing disbursing cash). Disbursing Officer’s cash is non-entity, restricted cash. A liability account for the total amount advanced by the Treasury (USSGL 298500) must be maintained in accordance with I TFM, 2-3100, “Instructions for Disbursing Officers’ Reports.”

020403. Reconciling Cash Held Outside of Treasury

The information reported on the FMS 1219, Statement of Accountability must be posted consistent with Volume 6B, Chapter 4 and in the quarterly guidance found on the OUSD(C) Policies and Guidance Website. Components must reconcile all transactions involving cash on a periodic basis, but no less frequently than quarterly, to ensure cash reported on the Statement of Accountability reconciles with the agency’s accounting records and related financial statements in accordance with I TFM 2-3400, Section 3440.
**0205 CASH AUDITS AND REVIEWS**

020501. Responsibility for Accounting and Internal Controls

Managers who supervise personnel holding cash are responsible for maintaining appropriate accounting and internal controls. This responsibility includes ensuring the legality, propriety, and correctness of disbursements and collections of public funds. See Volume 5, Chapter 3 and Appendix A for more information on requirements for securing cash and other assets.

020502. Announced and Unannounced Audits

Audits, both announced and unannounced of each fund, must determine whether:

A. All funds are properly accounted for and reported;

B. The amount of funds not in excess of requirements; and

C. Procedures are established and followed to protect the funds from loss or misuse. In accordance with *DoD Instruction 5010.40*, “Managers’ Internal Control (MIC) Program Procedures,” management must determine the frequency of audits based on vulnerability assessments.

020503. Requirements for Investigation

Any unauthorized use, irregularity, or improper accounting for a cash fund must be investigated and reported to the approving authority and to the Disbursing Officer involved. A report must state whether prescribed procedures were followed and recommend any actions considered necessary or desirable to prevent recurrence.

**0206 Defense Working Capital Fund**

020601. DWCF Accounts

The DWCF FBWT, account symbol 097X4930, is subdivided at the Treasury into five sub-numbered Treasury accounts. Each reporting entity of the five sub-numbered Treasury accounts report an FBWT amount on their Balance Sheet. An individual DWCF activity below the sub-numbered Treasury account level does not have an actual FBWT amount. For these activities, the FBWT amount reported on the agency’s *Accounting Report (Monthly) (AR(M)) 1307, Statement of Operations*, is not an actual FBWT but rather a clearing account for recording collection and disbursement activity that reflects a net of collections and disbursements. *Volume 6A, Chapter 15 describes how to prepare the AR(M) 1307, as well as other FBWT reporting requirements. Each individual activity must also report the balance of FBWT transactions on the Balance Sheet.*
020602. DWCF Sub-Numbered Account

The Military Departments and the Defense Agencies DWCF sub-numbered account identifiers assigned by the Treasury are shown in Table 2-2 and in the Treasury Federal Account Symbols and Titles (FAST) Book I and FAST Book II, Supplement 1 to I TFM, Part II. One of the five sub-numbered accounts is the Defense-wide Treasury account (097X4930.005). The Defense-wide account includes a number of Defense Agencies operating under the DWCF. The Defense Agencies within the Defense-wide account provide and use funds from the centralized FBWT account under the Defense-wide Treasury account. An entity provides or uses funds depending on whether it needs to provide a collection or make a disbursement. If an entity’s collections exceed its disbursements, it is providing funds to the centralized pool for other entities’ use. If an entity’s disbursements exceed collections, the entity is using funds from the centralized pool to make disbursements. See Volume 2B, Chapter 9 for additional information about cash management, referred to as FBWT management.

020603. DWCF Transfers

Program managers for each Treasury sub-numbered account have the authority to realign (delegate) balances to the activity or installation-level at their discretion. If the program managers realign balances within their sub-numbered account, they must document all such approved transfers from one DWCF subhead or limit to another—whether intra- or inter-subhead or limit—on a Standard Form (SF) 1151, Non-expenditure Transfer Authorization. Managers must prepare the SF 1151 to transfer amounts from one DWCF subhead or limit to another subhead or limit that must be prominently marked “Internal DoD Sub-numbered Account Transfer.” Since all intra- or inter-subhead or limit transfers represent a zero balance transaction for Treasury reporting purposes, all SF 1151s used to document the intra- or inter-subhead transfers must not be included in the monthly reports to the Treasury but must be retained as an audit trail to support these transfer actions. Transfers between sub-numbered accounts require managers to prepare the SF 1151 without the “internal transfer” markings and include it in monthly reports to Treasury if the transfer moves budgetary resources from one budget account to another. See OMB Circular A-11, subsection 20.4(j) for additional information on transfers. Program managers must ensure that they do not make a transfer that is in excess of the balance available at the DWCF activity or installation making the transfer. See Volume 3, Chapters 3, 6, 10, 13, and 17 for additional information on transfers.

020604. Recordation/Reconciliation of FBWT Transactions

A. Components/Defense Finance and Accounting Service (DFAS) must record all FBWT transactions in the individual activity accounts and must reconcile them to total monthly FBWT transactions reported by DFAS. Components/DFAS must complete the reconciliations within 10 workdays following the end of the month being reconciled. As mentioned in subparagraph 020207.A, reconciliation is not complete until all differences are
identified and aged, accountability is assigned, and differences are explained. If Components identify any policy or procedural problems during reconciliation that require adjudication between Components or between the DoD and the Treasury, they must bring it to the attention of DFAS and then, if necessary, the Office of the Deputy Chief Financial Officer.

B. The Component must reconcile the Department’s FBWT general ledger account at the DWCF sub-numbered account level to Treasury in accordance with 10 U.S.C. § 2208(n) and (q)(1). For the Defense-wide sub-numbered account (097X4930.005), DFAS will reconcile the general ledger accounts to Treasury at the Component level.

020605. DWCF Treasury Cash Balance

The cash on hand at the Treasury account level must always be sufficient to pay liabilities when due. The responsibility for DWCF cash management is prescribed in Volume 2B, Chapter 9. Components must immediately investigate and report a transaction that causes a negative balance in the funds with the Treasury account as a possible violation of the Antideficiency Act as prescribed in Volume 14, “Administrative Control of Funds and Antideficiency Act Violations,” Chapter 2, Figure 2-2 in accordance with 31 U.S.C. § 1341.

020606. Current Balance of Funds With Treasury

The current balance of funds with Treasury is equal to the amount as of the beginning of the fiscal year plus the cumulative fiscal-year-to-date amounts of collections, appropriations, and transfers-in of FBWT received minus the cumulative fiscal-year-to-date amounts of withdrawals, transfers-out, and disbursements.

020607. Undistributed Collections and Undistributed Disbursements

Refer to Volume 3, Chapter 11 for additional information relating to financial control over disbursements, collections and adjustment transactions affecting the FBWT. DFAS and the Components must record and report undistributed collections and undistributed disbursements at the lowest organizational level.

A. DFAS must identify undistributed FBWT transactions at the sub-numbered Treasury account level, activity level (i.e., limit), and installation-level.

1. Sub-numbered TAS Level Adjustments. Sub-numbered Treasury Accounts are shown in Table 2-2. The DWCF undistributed collections and undistributed disbursements that are identifiable to a DWCF sub-numbered account but do not contain sufficient information to identify them to a lower organizational (activity/installation) level are recorded in 097X4930.005.
2. **Activity (i.e., business area or limit) Level Adjustments.** These are DWCF activity level undistributed collections and undistributed disbursements that are identifiable to the activity level but do not contain sufficient information to identify them to an installation. **Examples of activities (business areas) include Supply Maintenance, Depot Maintenance, and Research and Development.** Undistributed collections and undistributed disbursements are the differences between the two or three position activity rollup in the Treasury reporting systems and the activity collections and disbursements reported through the general ledgers.

3. **Installation-Level Adjustments.** These adjustments are DWCF installation-level undistributed (unmatched) collections and undistributed (unmatched) disbursements that are identifiable through the Treasury reporting systems to the installation-level but have not yet been matched at the installation-level to specific obligation or receivable subsidiary ledgers.

   B. **DFAS must identify** collections or disbursements at the lowest identifiable level **described in subparagraph 020607.A.** That level must record the undistributed collection or undistributed disbursement and provide documentation necessary to research the account for proper disposition.

   C. Undistributed collections and undistributed disbursements are necessary to reflect properly FBWT as contained in finance network reports. **DFAS and the Components must research** such collections and disbursements recorded in Account 101000 for proper disposition by the lowest organizational level to which they can be identified. **DFAS must correct** erroneous collections by making a payment to a vendor and erroneous disbursements by establishing a refund or receivable pending a receipt of the refund.

*0207 FBWT TRANSACTIONS

   020701. **Collection or Disbursement**

   Record a collection or disbursement only when documentary evidence supports an increase or decrease to the Treasury account. For the DWCF activities, **Components must segregate cash** collections and cash disbursements between those for the DWCF operating program (i.e., noncapital outlays) and the DWCF capital program (i.e., acquisition of capital assets) to comply with 10 U.S.C. § 2208(m) Additionally, **Components must record and report** undistributed cash collections and undistributed cash disbursements at the lowest organizational level.

   020702. **Advances Received**

   **Components must record** an advance or prepayment received as a liability in accordance with SFFAS 1, Paragraph 60. **OMB Circular A-11, Subsection 20.11 provides guidance on the treatment of advances received and deposit requirements which vary depending on whether the advance is with or without orders.**
020703. Refunds

OMB Circular A-11, Subsection 20.3 states that “refunds are the return of excess payments to or by the Government” and provides guidance on the treatment of refunds in OMB Circular A-11, Subsection 20.10. Refund receivable amounts directly relate to previous obligations incurred and outlays made. Refunds receivable are not a budgetary resource and are not available for obligation until collected. Components must credit a refund collected in the same fiscal year as the obligation incurred to the appropriation or fund account charged with the original obligation. Refunds of prior year obligations are not available for obligation until collected and reapportioned by the OMB.

A. A current year obligation refund received is a reduction of a previous disbursement; therefore, Components must record a decrease to disbursements (negative disbursement) with an offsetting credit to the previously recorded accounts receivable (refunds). If the Component receives a current year obligation refund for an accounts receivable that had not been established previously, the Component must record an offsetting credit to the asset or expense account originally debited.

B. A prior year obligation refund received is a collection, rather than a negative disbursement, and recorded as such since the disbursement occurred in the prior year. If the appropriation against which the obligation incurred remains available for new obligations, the Component increases spending authority from offsetting collections; otherwise, the Component records refunds for expired, but not yet cancelled appropriations, as offsetting collections (cash) credited to expired accounts or deposit the refund in miscellaneous receipts of the Treasury for cancelled appropriations.

C. See Volume 3, Chapter 15 for more information about refunds. Refer to the Deputy Chief Management Officer website to access the DoD USSGL SFIS Transaction for USSGL posting entry guidance.

*0208 FBWT RECONCILIATIONS

020801. FBWT Reconciliation Overview

A. Reconciling FBWT is a key internal control in maintaining the accuracy and reliability of the entity FBWT records. Therefore, Components/DFAS must perform timely reconciliations and implement effective and efficient reconciliation processes. Effective reconciliations serve as a detection control for identifying unauthorized and unrecorded transactions at the entities and at Treasury. Effective reconciliations are also important in preventing entity disbursements from exceeding appropriated amounts and providing an accurate measurement of the status of available resources.
B. Reconciliation also allows Components/DFAS to resolve differences in a timely manner. When resolving differences, Components must maintain detailed reconciliation documentation that is readily available for review by management, auditors and Treasury if requested. Components must reconcile any differences caused by time lag and correct differences caused by error. Components must explain any discrepancies between FBWT in the general ledger accounts and the balance in the Treasury’s accounts and disclose them in the notes to the financial statements in accordance with SFFAS 1, Paragraph 39.

C. Components must ensure that all adjustments are researched and traceable to supporting documents as instructed in I TFM 2-5100, Section 5120. Supporting documentation, including reconciliations, transaction level detail, journal vouchers and adjustments, Standard Operating Procedures (SOPs), and Customer-Service Provider agreements (i.e., Memorandums of Agreement (MOA)/ Memorandums of Understanding (MOU)/ Service Level Agreements (SLAs)), are necessary to provide an audit trail. Components must ensure the supporting documentation is readily accessible to management for oversight and auditors to support auditability.

020802. FBWT Reconciliation of Available Appropriations

Reconciling FBWT is a reconciliation of available appropriations (spending authority). It is separate and distinct from a Disbursing Officer’s cash reconciliation (cash and monetary assets and the Statement of Accountability), the focus of which is reconciling the account activity to the cash activity (checks issued, deposits, electronic funds transfer). Refer to Volume 5 for information and requirements of the Disbursing Officer’s cash reconciliation.

020803. FBWT Reconciliation Roles and Responsibilities

DFAS and the Components are jointly responsible for effective FBWT reconciliation.

A. DFAS is responsible for:

1. Reporting transactions affecting FBWT accounts to Treasury (e.g., disbursements and collections) that are disbursed under DFAS Disbursing Station Symbol Numbers (DSSNs).
2. Ensuring that information submitted to Treasury on the FMS 224 or FMS 1219, for those Agency Location Codes (ALCs) where DFAS is the Designated Agent, matches what is reported to the DFAS Treasury reporting system.
3. Researching and resolving differences identified on the FMS 6652s: Statements of Differences (SODs) for DFAS DSSNs (DFAS is responsible for researching, reporting, and assisting in the resolving of differences for non-DFAS DSSNs). BFS provides FMS 6652s to Federal Agencies for both disbursements and deposits. An FMS 6652 is generated for each ALC by accounting month (month the report is generated) and accomplished month (month the difference occurred) if there is a discrepancy. Differences resulting from deposits indicate there is a discrepancy between the monthly totals submitted through the banking system via the SF 215s/SF 5515s and the totals provided by the agency on the FMS 224.
or FMS 1219. The SOD for disbursement transactions reveal discrepancies between monthly totals reported by the Regional Finance Centers and/or through the Intra-governmental Payments and Collections system between agencies and totals in agency reports on the FMS 224 or FMS 1219.

4. Reconciling FBWT appropriation accounts at the Treasury Index (TI), main appropriation account level, and at the ALC level, including ensuring the FBWT universe of transactions for each TAS recorded to USSGLs 101000 and 1090000 for all DoD funds is complete and fully reconciled to all of the individual appropriation account balances recorded at Treasury.

5. Reconciling the Components’ FBWT USSGL accounts (101000 and 109000) at the Organization Unique Identifier (OUID) Code or limit level. OUID Codes are unique account identifier codes specific to DoD that represent the structural level below the Treasury’s main appropriation account level. These codes are typically four digits, and used to identify, manage, and report the financial activity of Defense Agencies, Field Activities, and other operational units reported by the Treasury as the combined activities of Department 097.

6. Aging, assigning, and tracking the status of reconciled differences.

7. Researching and resolving differences originating from operations under the control of DFAS, and clearing these transactions in the FBWT source system(s).

B. Components are responsible for:

1. Reporting transactions affecting FBWT accounts to Treasury (e.g., disbursements and collections) that utilize Treasury Disbursing.

2. Ensuring that information submitted to Treasury on the FMS 224 or FMS 1219, for those ALCs where the Component is the Designated Agent, matches what is reported to the DFAS Treasury reporting system.

3. Researching, resolving, and reporting status of reconciled differences originating from operations under the control of the Component.

4. Monitoring and approving the reconciliations performed by DFAS on their behalf.

C. Coordination between DFAS and the Components is necessary to properly identify, assign, age, track, research and resolve reconciled differences in a timely manner. DFAS’ roles and responsibilities in Disbursing and Treasury Reporting Operations are described throughout Volume 53 and in Volume 6A, Chapter 3.

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3 Volume 5, Chapter 19 discusses DFAS’ roles and responsibilities for FMS 1220 reporting.
D. DFAS and their Component customers must formally establish and document their understanding and agreement of roles and responsibilities. DFAS and Components must have written MOAs, MOUs, or SLAs in place that define the roles and responsibilities between the Service Provider and the Customer(s).

020804. Treasury Reconciliation Requirements

Treasury requires reconciling FBWT accounts to the Treasury reported amounts by Department, Period of Availability, and Main Account (that is, TI, fiscal year, and basic symbol) at least monthly\(^4\). During reconciliation, DFAS and Components must:

A. Research and resolve the underlying causes of differences reported by the Treasury on the SODs (FMS 6652s) each month and make corrections to monthly Treasury reports and agency accounting records.

B. Reconcile general ledger balances by Department, period of availability, and main account with the balances reported by Treasury.

C. Ensure that all adjustments are researched and traceable to supporting documents in accordance with I TFM 2-5100, Section 5120.

D. Document detailed reconciliations and make available to auditors and Treasury if requested, as instructed in I TFM 2-5100, Section 5120.

E. Ensure differences recorded in Treasury budget clearing accounts are reconciled monthly as instructed in I TFM 2-5100, Section 5145 and cleared in a timely manner. In accordance with I TFM Bulletin 2011-06, the agency Chief Financial Officer (CFO) must annually certify that the ages of the balances in the suspense accounts are no more than 60 days old (unless they are identified by the Treasury as exempt from the 60-day requirement), with clear explanations of exceptions. See subparagraphs 020805.D.4 and 020806.C.5, and paragraph 020808.

020805. DoD FBWT Reconciliation Requirements

Every DoD Component with FBWT accounts must perform detailed reconciliations of their FBWT accounts (USSGL 101000 and 109000). DFAS and Components must perform the reconciliations at least monthly to ensure the accuracy and reliability of the Component’s FBWT records and the integrity of their financial statements.

A. In addition to the Treasury Main Account requirement, DoD requires Components to ensure that FBWT accounts are reconciled below the Main Account by OUID Code, or limit, of the DoD funds Treasury identifies as Department 097.

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\(^4\) Treasury sets forth the requirements for reconciling FBWT in I TFM 2-5100 and the I TFM 2-5100 Supplement. Audit issue guidance is provided in the FAM Substantive Procedures Section 921-Auditing Fund Balance with Treasury, jointly published by the GAO and the PCIE.
B. DoD must reconcile the OUIDs of the Department 097 at the Component level with the balances representing available spending authority as managed within DoD. For Treasury reporting purposes, DoD must add the balances of the OUIDs of the Department 097 together and reconcile to the Treasury’s control total at the TAS level in CARS/GWA.

C. To support effective FBWT reconciliation, DFAS and the Components must ensure that reconciliations include and address amounts reported in:

1. Treasury’s GWA Account Statement;

2. Trial balances (both budgetary (outlays/collections) and proprietary (101000/109000) USSGL accounts) from the accounting system [including budgetary FBWT to proprietary FBWT Governmentwide TAS Adjusted Trial Balance System edits and validations];

3. Financial statements (outlays & collections on the Statement of Budgetary Resources; FBWT on the Balance Sheet);

4. FMS 6652s: SODs (for deposits and disbursement/Intra-Governmental Payment and Collection transactions);

5. Check issue data processed in the Treasury Check Information System.

D. Additionally, DFAS and the Components must ensure that they perform monthly reconciliations at the individual voucher level detail and include:

1. All budget fiscal years,

2. All appropriations/Treasury accounts (including general funds, working funds, revolving funds, special funds, deposit funds, and trust funds),

3. All OUID codes/limits of the Department 097,

4. All activity, including suspense accounts5 (also see “Treasury Budget Clearing Accounts” in paragraph 020808), and

E. DFAS and Components must also demonstrate they have controls in place to ensure that amounts reported daily or monthly to Treasury reconcile to collections and disbursements processed through the disbursing systems and recorded accurately and timely in the accounting systems. Monthly Treasury reporting includes FMS 224 or FMS 1219 and FMS 1220 by DFAS or other Federal agencies (e.g., Department of State and General Services Administration). DFAS and the Components who are the ALC Designated Agents and submit information to Treasury on the FMS 224, FMS 1219, or FMS 1220 must ensure that the

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5 Sensitive activity may undergo an equivalent reconciliation process in a separate environment, if it can be agreed back to the summary reconciliation.
information matches what is submitted to DFAS. Any differences between what was submitted to Treasury and what was submitted to DFAS must be corrected by the ALC Designated Agent (either DFAS or the Components) in 15 business days after identification by DFAS. See Volume 6A, Chapter 3 and Volume 5, Chapter 15 for information on the requirements for the FMS 1219 and FMS 1220.

020806. Reconciliation of FBWT for Comparison of Transactions

A. Reconciling FBWT includes a comparison of transactions at a level of detail sufficient for specific identification of differences to establish that the entity’s FBWT general ledger accounts and the Treasury control totals are accurately stated. Detail sufficient for specific identification of differences are voucher numbers for cash disbursements and collections, summary bill numbers for interfund transactions, and authorizing document numbers for non-expenditure transfers and funding events.

B. DFAS and the Components must comply with certain operational requirements and deadlines when performing reconciliations to compare transactions. DFAS and the Components must:

1. Perform reconciliations and identify differences at the voucher-level (or equivalent) on a monthly basis (unless otherwise stated). DFAS and the Components must complete reconciliations within 10 working days following the end of the month being reconciled.

2. Ensure processes are in place to assign, track, age, research, and resolve differences between Treasury, disburse system records and accounting system records, as prescribed by Treasury, at the voucher level detail on a monthly basis. (Note: Since Treasury reports information at the summary-level, DFAS and the Components must roll up voucher level detail disburse system and accounting system records and compare to the summary-level Treasury reports.) All differences must be cleared within 60 days, with the exception of budget clearing account differences that have been identified by Treasury as exempt from the 60-day requirement.

3. Record temporary journal vouchers in the Defense Departmental Reporting System at the account-level and/or limit-level to resolve differences, if necessary. DFAS and Components must maintain all journal vouchers and supporting documentation, including list of journal vouchers that comprise the differences.

4. Supervisory and Component review and approvals completed within 10 working days following the completion of researching and resolving all identified differences from the monthly reconciliation.

C. DFAS and the Components must ensure they have addressed all of the critical areas and key control points in the FBWT end-to-end reconciliation, as shown in Figure 1. These key control points are:
1. Reconciling the Component’s general ledger system(s) to the Disbursing Systems daily;

2. Reconciling the Cash Management Report (CMR) to the Component’s general ledger system(s) monthly (note: this key control point only applies to the Department 097 Components);

3. Researching and resolving unsupported differences identified on the CMR, as identified by the OUID/limit “9999,” monthly (note: this key control point only applies to the Department 097 Components);

4. Reconciling the Treasury GWA Account Statement to either the CMR (for Department 097 Components) or the Component’s general ledger system(s) (for the Military Departments’ General Funds) monthly. Refer to paragraph 020807 for additional information on the GWA reconciliations;

5. Researching and resolving activity identified in the budget clearing accounts (suspense accounts) on the GWA Account Statement monthly. Refer to paragraph 020808 for additional information on the budget clearing accounts; and

6. Researching and resolving all differences identified on the FMS 6652s: SODs for all DoD ALCs reported to Treasury by each of the DFAS Centers monthly.

D. DFAS and the Components must work to achieve a complete match rate of 99 percent each month over the transactions for each key control point.

020807. FBWT – GWA Account Statement Reconciliation

A. The GWA Account Statement Module is an online, query driven component that provides a daily refreshed view of a Federal Program Agency’s (FPA’s) FBWT. This GWA Module replaced the reports formerly available through the Governmentwide On-line Accounting Link System II. The primary goal of the Account Statement is to provide an up to date source of balance and transaction information to assist FPAs with their reconciliation process. More information about the Account Statement is available at the Treasury website.

B. Each DoD Component must reconcile its accounts to the beginning balance, net activity, and ending balance on the GWA Account Statements\(^6\). The Account Statement consists of three sections: (1) Account Summary, (2) Expenditure Activity, and (3) the Transactions reports. Agency users can generate the Account Statement reports at either a TAS or ALC level. FMS 6652s: SODs arise from ALC-based FMS 1219 and FMS 1220 reporting submitted by each of the three DFAS centers. The Support Listings provide links to other FMS Accounting Systems that support the monthly SOD reconciliations.

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\(^6\) Currently, this requirement does not apply to Defense Agencies and Field Activities that do not have their own TASs. These organizations, comprising Department 097, must reconcile their FBWT balances individually to OUID Codes (limits), with support from DFAS as their service provider. DFAS is responsible for reconciling the totals of all OUIDs (limits) to Treasury.
C. Users can access GWA Account Statement information at the Department Level and can view both a daily Accounting View (Dynamic) and a monthly Published View (Static) of their account balances and supporting transactions (see GWA-fact-sheet). The SOD application receives a daily transmission from CARS. This daily transmission allows BFS to provide more up-to-date information to FPAs. Deposit data and agency statements of transactions are updated daily in CARS; for these items, the FPAs are receiving daily reconciliation information from the GWA Module. This enables the FPAs to identify and correct differences earlier, sometimes before closing the monthly processing. More information about the SOD and detail support listings is available at the Treasury’s website.

020808. Treasury Budget Clearing (Suspense) Accounts

A. According to I TFM 2-1500, Section 1520.25, BFS established clearing accounts to temporarily hold unidentifiable general, special, or trust fund collections that belong to the Federal Government until they are classified to the proper receipt or expenditure accounts by the Federal Entity.

B. Effective FBWT reconciliations include clearing amounts recorded in Treasury budget clearing accounts (suspense) in a timely manner (see paragraphs 020804, 020805, and 020806). On behalf of the Components, DFAS must be able to provide:

1. A list of individual vouchers and dollar amounts that comprise/equal the difference between Treasury, disbursing system activity and accounting system trial balance amounts for monthly reconciliations;

2. Vouchers for all activity posted to the Suspense Accounts for auditor-selected sample items for monthly reconciliations;

3. A list of journal vouchers (JVs) and dollar amounts (by Component) that comprise/equal suspense account amounts at year-end; and

4. JVs and supporting voucher documentation that demonstrates the voucher was mapped to the appropriate Component to support requests samples drawn by auditors.

020809. Requirement for Written Procedures

Components must ensure that they have up to date written SOPs and other forms of process documentation (e.g., narratives and process maps), in accordance with the MIC Program, to direct and document the proper reconciliation processes. SOPs must also include evidence of dated supervisory review and approval certifying that it is current and accurate. In the written procedures, Components must require the practice of segregating the journal entry for unsupported undistributed amounts from the journal entry for the undistributed amounts that can
be supported. This practice is essential for efficient cash reconciliation management and for audit support and measurement. For example, if the total undistributed amount is 95 percent supported and 5 percent not supported, then record two journal voucher entries to segregate the amounts.

020810. Documentation Requirements to Support Auditability

While complying with the operational requirements previously described, Components must develop and maintain supporting documentation that is readily available to provide an audit trail and support accomplished reconciliations and resulting adjustments. Such documentation must be available for auditors and management for proper oversight.

020811. Expenditure and Receipt Accounts Annual Review

DFAS must review all expenditure and receipt accounts reported by the Treasury at least annually to determine if the accounts are valid. DFAS must work with Treasury to remove invalid and unused accounts from Treasury reports/systems on an annual, or as needed basis.

020812. FBWT Reconciliation Quarterly Scorecard

A. Treasury BFS provides a Quarterly Scorecard to all CFOs of Federal Agencies (see I TFM 2-3100, 3175.50 and Appendix 10).

B. This scorecard focuses on FBWT reconciliation metrics from the disbursing operations perspective. This Quarterly Scorecard reflects agencies’ performance in compliance with the following BFS financial reporting standards. Accuracy, timeliness, and checks issued comparison are the three reporting standards. The Treasury uses a traffic light grading system. For example, agencies score “green” if they successfully met all standards, “yellow” if they met some, but not all standards, and “red” if they have not met any of the standards based on the criteria outlined in the scorecard.

C. The Office of the Under Secretary of Defense (Comptroller) requires each DSSN to explain the cause of each discrepancy, corrective action taken to address the discrepancy, when the discrepancy will be corrected, and what processes are in place to prevent similar discrepancies in the future.
### TABLE 2-1: FBWT Relationship between the SBR and the Balance Sheet

<table>
<thead>
<tr>
<th>Example Financial Event</th>
<th>SBR Impact</th>
<th>Balance Sheet – FBWT Impact</th>
<th>Transaction-Level Detail Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appropriation Received</td>
<td>Increase to Appropriation</td>
<td>Increase to FBWT</td>
<td>Funding document (e.g., FAD, warrant)</td>
</tr>
<tr>
<td>Rescissions</td>
<td>Increase to Permanently not Available</td>
<td>Decrease to FBWT</td>
<td>Funding document (e.g., FAD, warrant)</td>
</tr>
<tr>
<td>Unfilled Customer Orders Received with Advance</td>
<td>Increase to Unfilled Customer Orders Received with Advance</td>
<td>Increase to FBWT</td>
<td>MIPR</td>
</tr>
<tr>
<td>Collection</td>
<td>Increase to Actual Offsetting Collections</td>
<td>Increase to FBWT</td>
<td>Voucher/ Summary Interfund Bill Number</td>
</tr>
<tr>
<td>Disbursement</td>
<td>Increase to Gross Outlays</td>
<td>Decrease to FBWT</td>
<td>Voucher/ Summary Interfund Bill Number</td>
</tr>
<tr>
<td>Clearing of Suspense Account Disbursement Transaction (and posting to a valid appropriation account and obligation)</td>
<td>Increase to Gross Outlays</td>
<td>Decrease to FBWT</td>
<td>Voucher/ Summary Interfund Bill Number</td>
</tr>
<tr>
<td>Clearing of Suspense Account Collection Transaction (and posting to a valid appropriation account and obligation)</td>
<td>Increase to Actual Offsetting Collections</td>
<td>Increase to FBWT</td>
<td>Voucher/ Summary Interfund Bill Number</td>
</tr>
</tbody>
</table>
**TABLE 2-2:  DoD Component Treasury Assigned Account Number for DWCF**

<table>
<thead>
<tr>
<th>DoD Component</th>
<th>Treasury Assigned Account Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Army</td>
<td>097X4930.001</td>
</tr>
<tr>
<td>Navy</td>
<td>097X4930.002</td>
</tr>
<tr>
<td>Air Force</td>
<td>097X4930.003</td>
</tr>
<tr>
<td>Defense Commissary Agency</td>
<td>097X4930.004</td>
</tr>
<tr>
<td>Defense Agencies</td>
<td>097X4930.005</td>
</tr>
</tbody>
</table>
*Figure 1. Critical Areas to Focus on to Address FBWT Risks

Legend

<table>
<thead>
<tr>
<th>Key Control Point</th>
<th>Is there a process in place to:</th>
<th>Reconcile and identify differences at the transaction-level?</th>
<th>Age, research, and resolve differences identified?</th>
<th>Record temporary journal voucher in DDRS?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>6</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>7</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>8</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- **DoD disbursements made outside of DoD**
- **TI-97 General Ledgers**
- **Treasury Reporting Systems**
- **Military Services GF General Ledgers**
- **DDRS**
- **Disbursing Systems**
- **GWA Account Statement**
- **FMS 6652: Statement of Differences**
- **Cash Management Report (CMR)**
- **Legend**

Reconciliation

Data Flow

Document/Report System
SUMMARY OF MAJOR CHANGES

All changes are 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.

This is the initial publication.

<table>
<thead>
<tr>
<th>PARAGRAPH</th>
<th>EXPLANATION OF CHANGE/REVISION</th>
<th>PURPOSE</th>
</tr>
</thead>
<tbody>
<tr>
<td>All</td>
<td>Added annex to describe approach to address Fund Balance with Treasury beginning balances.</td>
<td>Addition</td>
</tr>
</tbody>
</table>
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ANNEX 1

SUPPORTING FUND BALANCE WITH TREASURY BALANCES BROUGHT FORWARD

A01 GENERAL

After complying with the Fund Balance with Treasury (FBWT) reconciliation requirements described in Chapter 2, including fully reconciling accounting systems to the Treasury monthly and implementing a process to identify, track, and resolve differences on a monthly basis, Components must follow this annex to reconcile and support FBWT balances brought forward (i.e., beginning balances). The approach described in this annex and the resulting permanent adjustment may be used only once. This annex identifies the Components as having the responsibility to follow the approach. However, the Defense Finance and Accounting Service (DFAS), as the Component’s accounting Service Provider, will perform the steps described on behalf of the Components (DFAS’ customers), unless the customer elects to perform the analysis.

A02 APPROACH TO SUPPORT FBWT BALANCES BROUGHT FORWARD

All Components must follow Steps 1 through 4 described in this section. Those Components that can reconcile FBWT at the voucher-level and maintain related supporting documentation to support 99 percent of its Treasury’s Government-wide Accounting (GWA) system account statement balances brought forward do not proceed past Step 4. Those Components who are unable to fully reconcile and/or support its FBWT transaction level detail to obtain 99 percent coverage must complete Steps 5 through 8.

A0201. Step 1

Perform aging analysis.

A. Per the Financial Improvement and Audit Readiness (FIAR) Directorate FIAR Guidance, Components must perform an aging analysis over the total value of its open appropriations (i.e., unexpired and expired appropriations) as of September 30, 2014, and each fiscal year end thereafter until they can demonstrate that they comply with FBWT reconciliation requirements described in Chapter 2 (see paragraph 010202). This will enable the Component to identify the number of prior fiscal years (FYs) it will need to perform monthly FBWT reconciliations at the voucher-level and provide supporting documentation for to support 99 percent of its FBWT balances brought forward.

B. Components must obtain the net detailed activity (authority, transfers, gross disbursements, and offsetting collections) of all open appropriations with balances in the FBWT account for the fiscal years of initial appropriation from the GWA system account statements and summarize the information into the following table. Note that no-year (or “X-year”) appropriations must be identified separately from the single- and multi-year appropriations for each FY.
Table 1.  FBWT Aging Analysis Template

<table>
<thead>
<tr>
<th>Initial Appropriation Fiscal Year</th>
<th>Balance @ 9/30/2014 of Open Appropriations</th>
<th>% of Total Appropriations Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2012</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td></td>
<td></td>
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<td>2008</td>
<td></td>
<td></td>
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<tr>
<td>2007</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2006</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No-Year</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>100.0%</td>
</tr>
</tbody>
</table>

C.  Components executing Treasury Index (TI) 097 funds will not be able to obtain the detailed activity information at the Organization Unique Identifier Code (OUID, that is, limit) level from the GWA system account statements, since they are at the Treasury Account Symbol (TAS or appropriation) level. Instead, those Components, with support from DFAS, must obtain that detailed activity information from the Defense Departmental Reporting System-Budgetary to perform the aging analysis. DFAS will perform a DoD-wide consolidated aging analysis at the TAS level using the GWA system account statement for TI 097 funds.

D.  Once Components have performed the aging analysis and summarized their open appropriations, they need to determine how many years of performing monthly FBWT reconciliations and providing supporting documentation are necessary to support at least 99 percent of their FBWT balances brought forward.

E.  If no-year appropriations need to be included to reach the 99 percent coverage of the Component’s total open appropriations, then Components need to assume a requirement to provide five years of historical supporting documentation for that portion.

F.  As a notional example, a completed aging analysis and summary of open appropriations is found in the following table.
Table 2. Notional Example of Completed Aging Analysis

<table>
<thead>
<tr>
<th>Initial Appropriation Fiscal Year</th>
<th>Balance @ 9/30/2014 of Open Appropriations</th>
<th>% of Total Appropriations Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>$100,000,000,000</td>
<td>67%</td>
</tr>
<tr>
<td>2013</td>
<td>$30,500,000,000</td>
<td>20%</td>
</tr>
<tr>
<td>2012</td>
<td>$7,200,000,000</td>
<td>5%</td>
</tr>
<tr>
<td>2011</td>
<td>$2,600,000,000</td>
<td>2%</td>
</tr>
<tr>
<td>2010</td>
<td>$3,000,000,000</td>
<td>2%</td>
</tr>
<tr>
<td>2009</td>
<td>$2,050,000,000</td>
<td>1%</td>
</tr>
<tr>
<td>2008</td>
<td>$130,000,000</td>
<td>0%</td>
</tr>
<tr>
<td>2007</td>
<td>$16,000,000</td>
<td>0%</td>
</tr>
<tr>
<td>2006</td>
<td>$4,000,000</td>
<td>0%</td>
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<tr>
<td>2005</td>
<td>$0</td>
<td>0%</td>
</tr>
<tr>
<td>No-Year</td>
<td>$4,500,000,000</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>$150,000,000,000</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

G. To obtain coverage over at least 99 percent of its FBWT balances brought forward, the Component would need to perform monthly FBWT reconciliations and provide supporting documentation going back to FY 2010 for all activity, regardless of the initial appropriation year. The Component would also need to provide five years of historical supporting documentation for the no-year appropriations since that is necessary to obtain 99 percent coverage.

A0202. Step 2

Adhere to FBWT reconciliation requirements in Chapter 2.

A. Components and DFAS must comply with the FBWT reconciliation requirements defined in Chapter 2 before proceeding with the additional steps in this annex. This includes performing monthly FBWT reconciliations at the voucher-level; identifying, aging, and resolving any reconciling differences; and supporting the voucher-level detail with documentation.

B. Components and DFAS must ensure they have a process in place to address each of these critical areas to address FBWT risks, as shown in Figure 1.

A0203. Step 3

Identify initial audit period, and perform monthly FBWT reconciliations and test supporting documentation for prior fiscal years.

A. Components must identify the year they first plan to undergo a financial statement audit, and count back from that date using the number of years identified in the aging analysis in Step 1. This allows Components to determine their period start date to establish auditable beginning balances for FBWT.
B. Components and DFAS must perform monthly FBWT reconciliations at the voucher-level beginning with the date they have reached full compliance with Chapter 2, and work back progressively through each fiscal year needed to obtain 99 percent coverage of its FBWT balances brought forward.

C. See Chapter 2 for details on what must be included in the monthly reconciliations.

D. After completing monthly FBWT reconciliations at the transaction level, Components and DFAS must then perform discovery testing of appropriations, transfers, disbursements, collections and adjustments (including journal vouchers) to the FBWT accounts, working back progressively through each fiscal year needed to support the FBWT brought forward balance to verify their ability to provide supporting documentation.

E. Supporting documentation must include, at a high level, third party documentation, system reports, Treasury documentation, and reconciliations. Specific examples of supporting documentation that may be available to support FBWT balances brought forward are presented in the Fund Balance with Treasury and Balances Brought Forward sub-sections of Section 5 of the FIAR Guidance.

F. Supporting documentation must exist in support of all open FBWT account balances back to the year of initial appropriation. For audit readiness purposes, Components are only required to demonstrate 99 percent coverage of beginning balances.

G. For the notional example presented in Step 1, the Component and DFAS would be expected to perform monthly FBWT reconciliations at the transaction level and testing of transaction level detail for FYs 2014 through 2010.

A0204. Step 4

Assess ability to perform monthly FBWT reconciliations and provide supporting documentation to obtain 99 percent coverage of FBWT balances brought forward.

A. After Components and DFAS are able to perform monthly FBWT reconciliations at the transaction level and provide supporting documentation for all prior fiscal years to obtain 99 percent coverage of its FBWT balances brought forward, then they must continue to adhere to the FBWT requirements described in Chapter 2.

B. If Components and DFAS determine they have reached the point where they are unable to perform monthly FBWT reconciliations at the transaction level or provide supporting documentation, or it is not cost effective to do so, for all years and accounts required to obtain 99 percent coverage, they will need to proceed with the next steps in the approach.
A0205.  Step 5

Perform gap analysis.

Components and DFAS must perform a gap analysis to identify the portions of FBWT balances brought forward, by appropriation year, which they are unable to support. An example of how Components and DFAS may report on their gap analyses is depicted in the following table.

Table 3. Notional Example of Completed Gap Analysis

<table>
<thead>
<tr>
<th>Initial Appropriation Fiscal Year</th>
<th>Balance @ 9/30/2014 of Open Appropriations</th>
<th>UnsUPPORTABLE Balance $</th>
<th>Unsupportable Balance %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>$100,000,000,000</td>
<td>$4,500,000,000</td>
<td>4.50%</td>
</tr>
<tr>
<td>2013</td>
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<tr>
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A0206.  Step 6

Prepare package to the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)) FIAR to seek approval and justify need for posting a permanent adjustment to balance to Treasury.

A. Once Components and DFAS have determined the total amount of their unsupportable FBWT balances brought forward, they will need to prepare a package to submit to OUSD(C) FIAR to seek approval and justify the need for posting a permanent adjustment in the Component’s accounting system(s) to correct the FBWT balances brought forward amount and balance to Treasury.

B. The package must include the following to demonstrate that Components and DFAS have followed the approach described in Steps 1 through 5, and have exhausted measures to support their FBWT balances brought forward:

1. Aging analysis of open appropriation balances by appropriation fiscal years from Step 1.
2. Determination of the appropriation fiscal years that Components intend to seek support for in order to gain coverage over 99% of their FBWT balances brought forward.

3. Results of monthly transaction level FBWT reconciliations performed in Step 3.

4. Results of transaction level detail testing performed in Step 3.

5. Balances identified as unsupported and proposed adjusting journal vouchers from Step 5.

6. Description of process and controls in place that demonstrate compliance with Chapter 2.

A0207. Step 7

Post permanent adjustment in accounting system.

A. After obtaining OUSD(C) FIAR’s approval, the Components and DFAS must post a permanent adjustment in the Components’ accounting system(s) to adjust for unreconciled differences with the Treasury. This permanent adjustment must bring the unsupported balance to zero.

B. The Components and DFAS must ensure all negative unliquidated obligations and unmatched disbursements are resolved and in-transits are accounted for before posting the adjustment. See Volume 3, Chapter 11 for additional details.

C. The journal entry for this adjustment follows U.S. Government Standard General Ledger (USSGL) – A Treasury Financial Manual Supplement accounts transactions B102 (Budgetary only), D304, and D306 (Proprietary only). The example assumes that the balance in the accounting system is greater than what Treasury has reported. If the accounting system balance is less than what Treasury has reported, reverse the journal entry.

**Budgetary Entry**

| DR 465000 | Allotments – Expired Authority (or use 461000 if Unexpired Authority) |
| CR 490200 | Delivered Orders – Obligations, Paid |

**Proprietary Entry**

| DR 310500 | Unexpended Appropriations – Prior Period Adjustments Due to Corrections of Errors – Years Preceding the Prior Year |
| DR 740500 | Prior Period Adjustments Due to Corrections of Errors – Years Preceding the Prior Year |
| CR 101000 | Fund Balance with Treasury |
| CR 570500 | Expended Appropriations - Prior Period Adjustments Due to Corrections of Errors - Years Preceding the Prior Year |
D. No guidance in this chapter must be construed as authorizing a delay in (1) the recording of an executed obligation or (2) the requirement to conduct an investigation of a potential violation of the Antideficiency Act that results from any action other than the sole requirement to post this adjustment.

A0208. Step 8

Adhere to FBWT reconciliation requirements in Chapter 2.

A. The Components and DFAS must continue to adhere to the FBWT requirements described in Chapter 2.

B. If reconciling items are identified during the monthly FBWT reconciliations (subsequent to recording the adjustment in step 7) that relate to appropriations and fiscal years included in the adjustment made in Step 7, then the Components and DFAS must notify OUSD(C) FIAR and post a journal entry to offset the adjustment made in Step 7.

Budgetary Entry
DR 490200 Delivered Orders – Obligations, Paid
CR 465000 Allotments – Expired Authority (or use 461000 if Unexpired Authority)

Proprietary Entry
DR 101000 Fund Balance with Treasury
DR 570500 Expended Appropriations - Prior Period Adjustments Due to Corrections of Errors - Years Preceding the Prior Year
CR 310500 Unexpended Appropriations – Prior Period Adjustments Due to Corrections of Errors – Years Preceding the Prior Year
CR 740500 Prior Period Adjustments Due to Corrections of Errors – Years Preceding the Prior Year

C. Components and DFAS must ensure they have a process in plan to address each of these critical areas to address FBWT risks, as shown in Figure 1.
VOLUME 4, CHAPTER 3: “RECEIVABLES”

SUMMARY OF MAJOR CHANGES

All changes are 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 2014 is archived.

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<th>PURPOSE</th>
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<td>All</td>
<td>Revised debt thresholds to agree with the Deputy Chief Management Officer’s Delinquent Debt Management Guidance.</td>
<td>Revision</td>
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<tr>
<td>030102</td>
<td>Deleted clause in definition of accounts receivable that was not consistent with Federal Accounting Standards Advisory Board.</td>
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<tr>
<td>030207</td>
<td>Added definition of out-of-service debt.</td>
<td>Addition</td>
</tr>
<tr>
<td>030212.A</td>
<td>Revised to proper Code of Federal Regulations citation.</td>
<td>Revision</td>
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<tr>
<td>030304</td>
<td>Added reference to Volume 1, Chapter 9 for information related to records retention.</td>
<td>Addition</td>
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<tr>
<td>030308</td>
<td>Changed priority of payment application per Treasury.</td>
<td>Revision</td>
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<tr>
<td>030309</td>
<td>Added requirement to use the Department of Defense Standard Chart of Accounts within the Department.</td>
<td>Addition</td>
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<tr>
<td>030310</td>
<td>Added detail on “proper” internal controls.</td>
<td>Addition</td>
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<tr>
<td>030311</td>
<td>Added discussion of errors detected that were originally recorded in a prior year.</td>
<td>Addition</td>
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<tr>
<td>030317</td>
<td>Removed entire paragraph due to inconsistency with Generally Accepted Accounting Principles.</td>
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<tr>
<td>030318 (now 030317)</td>
<td>Removed requirement to transfer aged suspense account balances to a miscellaneous receipt account.</td>
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<td>030404.E</td>
<td>Addressed recording of refunds for budgetary report purposes per the Office of Management and Budget Circular A-11.</td>
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<td>PARAGRAPH</td>
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<td>030405.A</td>
<td>Added required contents of a demand letter to align with Treasury requirements.</td>
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<tr>
<td>030405.E</td>
<td>Added reference to the Digital Accountability and Transparency Act of 2014 which requires the referral of valid and legally enforceable delinquent public receivables over 120 days old to Treasury for further collection action.</td>
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<tr>
<td>030405.E.1</td>
<td>Removed the exception for collection on state and local government debt to align with Treasury.</td>
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<tr>
<td>030407.A</td>
<td>Removed references to booking obligations for debt write-offs which was not consistent with proper posting logic.</td>
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<tr>
<td>030503</td>
<td>Provided reference to Chapter 9 for description of title passing on contractual agreements.</td>
<td>Addition</td>
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<tr>
<td>030504.C</td>
<td>Added requirement to research reasons why obligations are not recorded timely.</td>
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<tr>
<td>030506.A.5</td>
<td>Revised to require the use of prior period adjustments for material receivables needing reversal in the current period.</td>
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<td>030506.B.4</td>
<td>Revised intragovernmental balance dispute process to align with Treasury’s process.</td>
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<tr>
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<td>Added the stipulation that budgetary resources for Nonappropriated Fund Instrumentalities cannot be recognized until the account receivable is paid</td>
<td>Addition</td>
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CHAPTER 3

RECEIVABLES

0301 GENERAL

030101. Purpose

The purpose of this chapter is to issue policy for the recognition, recording, and reporting of public and federal (hereafter referred to as intragovernmental) accounts receivable. Additionally, this chapter addresses the recognition, recording, and, if not collected, eventual write-off and close-out of public receivables or the recording and adjusting/correcting of intragovernmental receivables. Annexes to this chapter address procedures for the interest, penalties, and administrative charges (Annex 1); and breakeven analysis (Annex 2).

*030102. Authoritative Guidance

Receivables must be recognized when corresponding revenue is earned. The Statement of Federal Financial Accounting Standards (SFFAS) 1, “Accounting for Selected Assets and Liabilities,” requires that receivables be recognized when a federal entity establishes a claim to cash or other assets against other entities either based on legal provisions, such as a legislative requirement, a payment due date, or goods or services provided. Further, SFFAS 1 requires that receivables from intragovernmental agencies be reported separately from receivables from public entities. Intragovernmental and public receivables are treated differently because of the different legal and administrative requirements and concepts that apply to them.

0302 DEFINITIONS

030201. Accounts Receivable

Receivables arise from claims to cash or other assets against another entity. At the time revenue is recognized and payment has not been received in advance, a receivable must be established. Receivables include, but are not limited to, monies due for the sale of goods and services and monies due for indebtedness. Examples of indebtedness to the Department of Defense (DoD) include overdue travel advances, Federal Employee Health Benefits paid while employee is in a leave without pay status, dishonored checks, fines, penalties, interest, overpayments, fees, rent, claims, damages, and any other event resulting in a determination that a debt is owed to the DoD. An accounts receivable is categorized as either an entity or non-entity accounts receivable in accordance with following guidance:

A. Entity Accounts Receivable. As defined by the SFFAS 1, entity accounts receivable are amounts that a federal entity claims for payment from other federal or non-federal entities and that the federal entity is authorized by law to include in its obligation authority or to offset its expenditures and liabilities upon collection.
* B. Non-Entity Accounts Receivables. As defined by the SFFAS 1, non-entity accounts receivable are amounts due to be collected by DoD on behalf of the United States (U.S.) Government or other entities, and the DoD is not authorized to use. Non-entity accounts receivable are reported separately from receivables available to the DoD (entity accounts receivables). Non-entity accounts receivable include governmental receipts and collections arising from the sovereign and regulatory powers unique to the Federal Government, (e.g., interest, penalties, income tax receipts, customs duties, court fines, and certain license fees). The DoD accounts receivable in canceled accounts are also non-entity receivables, because collections received after an appropriation cancels are deposited in the Department of the Treasury (Treasury) Account 3200, “Collections of Receivables from Canceled Accounts.” Non-entity receivables are recorded as a receivable and a custodial liability. In addition, as defined in SFFAS 31, federal entities should not recognize Fiduciary assets, liabilities, and flows in their financial statements, but only disclose them in a note disclosure.

030202. Accounts Receivable Office

The Accounts Receivable Office (ARO) is the office responsible for the recording and reporting of receivables and can also be the office responsible for debt collection. In most, but not all cases, the ARO is located at a Defense Finance and Accounting Service (DFAS) site.

030203. Current (Non-Delinquent) Receivables

Non-delinquent debts are categorized as current and non-current assets. The portion of a non-delinquent debt that is scheduled to be collected in the next 12 months is recorded as current; the portion of a non-delinquent debt scheduled for collection after 12 months is recorded as non-current. The importance is to inform the DoD and Treasury of the expected cash flow/liquidity of the asset (i.e., current versus non-current assets).

030204. Allowance for Loss on Accounts Receivable

This amount is the estimated amount of public accounts receivables that will more likely than not be collected. An accounts receivable is more likely than not to be collected when there is a 50 percent or greater chance of loss.

030205. Close-Out (Applies to Public Debt Only)

Close-out is one of two accounting classifications for writing-off debt that indicate whether or not an agency will continue debt collection efforts after write-off. The ARO, in conjunction with the DoD Component Fund Holder, closes out a debt when it is determined that further debt collection actions are prohibited (e.g., a debtor is released from liability in bankruptcy) or there are no plans to take any future active or passive actions to try to collect the debt. Close-out may occur concurrently with the write-off of an account receivable or at a later date, depending on the collection strategy and the ultimate determination that the debt has been discharged. At close-out, DoD may be required to report to the Internal Revenue Service (IRS) the amount of the debt as potential income to the debtor on IRS Form 1099C, Cancellation of
Debt. Within DoD, the DFAS Tax Office (TO) is responsible for consolidating and issuing IRS Forms 1099C. Definitions for these offices are in paragraphs 030207, 030209, and 030220.

030206. Currently Not Collectible

Currently Not Collectible (CNC) is one of two accounting classifications for writing-off debt that indicate whether or not an agency will continue debt collection efforts after write-off. CNC is a category of debt that has been written-off on the DoD Component’s financial statements, but cost effective debt collection efforts will continue to be taken by the cognizant Debt Collection Management Office (DCMO), Debt Collection Office (DCO), or Debt Management Office (DMO).

*030207. Debt Collection Management Office

The DCMO is the DFAS Office that services referred individual out-of-service debt. Out-of-service debt is uncollected debt from persons who left federal service prior to retirement. Debt for retirees must be referred to Office of Personnel Management. Refer to the Deputy Chief Management Officer’s Enterprise Delinquent Debt Management for policy related to DCMO’s collection efforts.

030208. Debt Collection Office

The DCO is the office responsible for initial debt collection actions and serving due process. The DCO refers to a general category of offices and includes, but is not limited to, the ARO, military and civilian payroll offices, and other organizational elements within the DoD Components that perform debt management/collection actions (e.g., personnel offices).

030209. Debt Management Office

The DMO is the DFAS office that refers vendor/contractor debt to Treasury for debts that are in litigation, bankruptcy, deferment, and/or have installment plans established.

030210. Delinquent Receivables

Delinquent accounts receivable are receivables that have not been paid by the date specified in the initial written demand for payment (i.e., invoice, demand letter, or other applicable agreement or instrument (including a post-delinquency repayment agreement)) unless other satisfactory payment arrangements have been made. Delinquency starts one day after the payment due date or other agreed upon date, depending on the agreement or instrument. If an installment agreement is provided and the payment is not made by the due date, then the entire balance of the receivable becomes delinquent from the original payment due date or other agreed upon date. If the payment is not made according to the agreed upon installment, then the full amount of the account and related interest and penalties, if any, are reported as delinquent. Delinquent debts are aged from the date of delinquency. A debt becomes delinquent when:

A. Payment has not been made by the payment due date, or by the end of the “grace period” as established in a loan or repayment agreement, as in the case of a debt being paid in installments. Date of delinquency is the payment due date.
B. Payment is not made by the due date specified in the initial billing notice, in the case of administrative debts such as fines, fees, penalties, and overpayments. The due date is usually 30 days after the notice is mailed. The date of delinquency is the date the billing notice or invoice is mailed or delivered.

030211. DoD Component

DoD Components include the Offices of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities in DoD.

030212. Due Process

Due process is the notice of indebtedness or opportunity provided the debtor to dispute the indebtedness. The Fifth Amendment of the U.S. Constitution provides that no person shall “be deprived of life, liberty or property without due process of law...” The minimum “due process” required is generally established by the statutes that authorize the use of a specified debt collection tool or by implementing regulations. In the context of federal debt collection, the constitutional right of “due ‘process’” requires the debtor be provided with notice of, and the opportunity to dispute, a debt or intended debt collection action.

* A. A notice of indebtedness constitutes a demand letter as defined by Title 31, Code of Federal Regulations (CFR) Section901.2. The Federal Claims Collection Standards require a demand letter to include the elements identified in Appendix I of the DoD Delinquent Debt Management Guidance.

B. Notice of indebtedness must include the amount and type of debt owed, and the actions to be taken by the DoD Component to collect the debt, such as adding interest and late charges, offset or garnishment, foreclosure of collateral property, and credit bureau reporting.

C. Opportunity to dispute the debt or the adverse collection action to be taken includes, at a minimum, an opportunity for the debtor to challenge (1) the existence of all or part of the debt, and/or (2) whether the statutory or regulatory prerequisites have been met for using the collection action mentioned in the notice.

030213. Foreign Government Debt Management Office

The Foreign Government Debt Management Office (FGDMO) is the DFAS office that services referred non-Foreign Military Sales (Non-FMS) foreign government debt.
030214. Intragovernmental Receivables

Intragovernmental receivables are claims of a federal entity against other federal entities. Intragovernmental receivables are either within DoD (e.g., a Service (Army)) or outside DoD (e.g., General Services Administration).

030215. Non-Current Non-Delinquent Receivables

Non-current non-delinquent receivables are non-delinquent accounts receivables that will not become due within 12 months after the receivable is established.

030216. Non-Delinquent Receivables

Non-delinquent receivables are accounts receivable that have not been billed or are not due under the contract or billing document pertaining to the receivable. This also includes rescheduled receivables and receivables under an installment agreement.

030217. Public/Non-Federal Receivables

Public/non-federal receivables are claims of a federal entity (e.g., DoD) against non-federal entities. The term “public/non-federal entities” encompasses domestic and foreign persons and organizations outside the U.S. Government, including Nonappropriated Fund Instrumentalities (NAFIs) for purposes of processing receivables. Examples are: salary/travel overpayments; overpayments to contractors/vendors due to duplicate and erroneous billings; incorrectly computed invoices; non-FMS foreign government fuel purchases; contract default; amounts due for items rejected or returned; and amounts due on payments for contractual services such as rent, insurance, and transportation purchased, where such contracts are canceled and adjustments are made for the unused portion.

030218. Reimbursements

Reimbursements are amounts earned and collected for materials sold or services furnished as a result of a reimbursable agreement.

030219. Rescheduled Receivables

Rescheduled receivables are receivables that have been subject to rescheduling, forbearance, re-amortization, or any other form of extending the future of the original payment(s) or payment due dates.

030220. Tax Office

The Tax Office is the office that prepares the IRS Form 1099C for reporting to IRS closed-out, uncollected, public vendor, contractor, and individual debt.
030221. Trading Partners

Trading Partners collectively refers to the requesting agency (buyer) and the providing agency (seller) involved in intragovernmental transactions.

030222. Treasury Report on Receivables

The Treasury Report on Receivables (TROR) is a quarterly report of public receivables prepared in compliance with the Treasury guidance. It provides a means for collecting data on the status and condition of the total receivable portfolio from public sources. See section 0306 for additional information.

030223. Write-off of Receivables

Write-off is an accounting action that results in removing a non-federal (public) receivable from the DoD Component’s financial accounting records/financial statements. In accordance with Office of Management and Budget (OMB) Circular A-129, “Policies for Federal Credit Programs and Non-Tax Receivables”, when a receivable is written-off, it must be classified as CNC or closed-out. Receivables that are classified as CNC must be maintained in an inactive administrative file and reported on the TROR until the receivable is closed-out. See paragraph 030407 for additional guidance on write-off of receivables.

0303 RECEIVABLES POLICY AND PROCEDURES

030301. General

A. A receivable must be established when payment is not received in advance or at the time revenue is recognized. Receivables must be recorded when earned from the sale of goods and services or when an event results in the determination that a debt is owed to DoD. Accounting records for receivables must be maintained so that all transactions affecting the receivables are included in the reporting period of occurrence. There must be immediate recording of events not previously recorded due to error or oversight. The requirements for recording and reporting errors are detailed in Chapter 15.

B. DoD Components may recognize accounts receivable and unfilled orders without an advance as valid budgetary resources when such receivables or unfilled orders are from federal entities. Absent statutory authority, components may not recognize accounts receivable and unfilled orders without an advance as valid budgetary resources when such receivables or unfilled orders are from public/non-federal entities.
030302. Advance Payments

A. In general, an advance payment is required for orders from the public, including state and local governments, except for fuel, as the sale of petroleum products to the public is covered by fuel purchasing agreements. The order must be accompanied by an advance equivalent to the actual or estimated cost of goods and services, except for: cross-servicing agreements with foreign governments (see also Volume 11A, Chapter 8, “International Acquisition and Cross-Servicing Agreements,”) as described in subparagraph 030302.C, emergency medical care at military treatment facilities, natural disasters (DoD Directive 3025.18, “Defense Support of Civil Authorities”), immediate wartime requirements Title 10, U.S. Code, Section 2201 (10 U.S.C. § 2201), and in certain instances, NAFIs. If amounts are sufficient, Military Departments may use their own appropriated fund budgetary resources to perform a reimbursable order for a NAFI without an advance. However, they may not recognize budgetary resources for the order until the account receivable is paid. An advance payment from foreign governments for Foreign Military Sales (FMS) is held and recorded in the FMS Trust Fund or investment accounts that can be drawn on to meet the foreign government’s FMS obligations.

B. The Department has statutory authority to record a budgetary resource for non-federal orders without an advance for work performed under the provisions of 22 U.S.C. § 2767, “Authority of President to Enter into Cooperative Projects with Friendly Foreign Countries.” Components must request approval from the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)) in advance of accepting the order(s) and recording the budgetary resource. The OUSD(C) will coordinate with OMB to ensure the resulting budgetary entries will be accepted within federal-wide accounting and reporting systems.

C. Additional information regarding budgetary resources may be found in Volume 3, entitled “Budget Execution – Availability and Use of Budgetary Resources,” and in the Glossary. See Volume 11B, Chapter 11 and Volume 4, Chapter 5 for Defense Working Capital Funds’ policy on receipt of advances on orders from non-federal entities.

030303. Sales of Goods and Services

Intragovernmental materials sold or services furnished must be authorized and documented in a support agreement between the provider and the ordering entity. The cost of the materials or services is first initiated by the activity providing the materials or performing the services (performer.) The activity receiving the materials or services (ordering entity or customer) pays the performing activity. Uncollected amounts earned from reimbursable sales are recorded as accounts receivable.

*030304. Recording of Receivables

In accordance with paragraph 030301, receivables shall be recorded in the applicable accounting system during the month the receivable occurs. DCOs must ensure that the appropriate ARO is advised that a receivable is to be established in the applicable accounting system. DCOs will provide the ARO with signed copies of indebtedness notices and other appropriate documentation to support entries in the accounting system and will provide the status of the debt which includes: beginning debt balance, collections, adjustments, current ending balance and
notice of discontinuance of collection efforts. Supporting documentation will be maintained in the applicable accounting system. See Volume 1, Chapter 9 for records retention.

030305. Collection of Receivables

A. The collection of receivables must be aggressively pursued for amounts due from DoD Components, federal agencies, and the public. The due date for a receivable normally is 30 days from the date of invoice, demand letter, or notice of payment due; unless a specific due date is established by statute, contract provision, or notice of indebtedness. Collection actions must be initiated when payment becomes due.

B. Funds must be collected in the appropriation that earned the funds, or in the case of a refund, into the appropriation from which the excess payment was made, unless otherwise specified by law. Examples of applicable legal provisions include, but are not limited to:

1. In accordance with 42 U.S.C. § 2651, amounts recovered from a liable third-party or insurer due to a service member’s injury or disease will be credited to current operating funds as follows:

   a. Amounts recovered for hospital, medical, surgical, or dental care and treatment will be credited to the current operating funds of the facility or activity that provided the care and treatment.

   b. Amounts recovered for loss of the service member’s duty will be credited to current operating funds of the command, activity, or unit to which the service member was assigned at the time of the injury or illness.

2. In accordance with 10 U.S.C. § 1095, collection from third parties for medical services provided shall be recorded against the year in which the collection is received regardless of year service was provided.

C. Any collections including refunds received after an appropriation cancels must be deposited in Treasury Account 3200, "Collections of Receivables from Canceled Accounts. See paragraph 030312 for additional guidance on accounts receivable and canceled appropriations.

030306. Allowance Account and Aging

A. An allowance for uncollectible accounts receivable due from the public must be estimated and recorded per paragraph 030406.

B. No allowance for uncollectible accounts will be recorded for intragovernmental receivables, non-loan interest, penalties, and administrative charges.

C. The AROs (on behalf of the DoD Components) must age delinquent accounts receivable within the accounting system.
D. Aging of receivables (delinquency) starts one day after the due date for both public and intragovernmental (within and outside DoD) receivables. See Figure 3-1.

030307. Interest Receivable

Interest accrues from the first day of delinquency and is added to the outstanding principal receivable balance within the accounting system when an amount due is not received by the due date or other agreed upon date. An interest receivable must be recorded for the amount of interest income earned but not received for an accounting period. An interest receivable must be recorded as it is earned on investments in interest-bearing securities. Interest also must be recognized on outstanding accounts receivable against persons and entities in accordance with provisions in 31 U.S.C. § 3717. Until the interest payment requirement is officially waived by the government entity or the related debt is closed-out, interest will accrue. Note, however, that debts owed by any federal agency are exempt from interest, penalty, and administrative charges. Interest receivable is considered a non-entity receivable. See Annex 1 for procedures regarding interest, penalties, and administrative charges.

*030308. Payment Application

When a debt is paid in partial or installment payments, amounts received will be applied first to contingency fees, second to outstanding penalties, third to administrative charges, and fourth to interest per Federal Claims Collection Standards, 31 CFR § 901.9(f) and lastly to principal.

*030309. General Ledger Accounting

Information on receivables must be developed, maintained, and reported using the United States Standard General Ledger (USSGL) accounts depicted in Volume 1, Chapter 7. The first six digits of the accounts receivable general ledger account must conform to the USSGL chart of accounts. DoD requires the use of the DoD Standard Chart of Accounts (SCOA). The DoD SCOA and accounting transactions for collections and receivables are outlined in the DoD USSGL Transaction Library are located at the Standard Financial Information Structure (SFIS) site.

*030310. Internal Controls

The basic standards for internal controls prescribed in DoD Instruction (DODI) 5010.40, “Managers’ Internal Control (MIC) Program Procedures,” must be adhered to in establishing and collecting receivables.

A. Major categories of receivables must be maintained to facilitate clear and full disclosure of accounts receivable, e.g., disclose the debtor, the amount, the age, and the type of debt. Subsidiary records must be reconciled to the control accounts on at least a monthly basis.
B. Proper internal controls require the accurate and timely recording of transactions (refer to paragraph 030301), appropriate documentation and retention (refer to paragraphs 030223, 030407 and 030505), appropriate authorization (i.e. executed only by persons acting within the scope of their authority) and appropriate management.

C. Additionally, the responsibilities for authorizing transactions, processing and recording them, reviewing the transactions, and handling any related assets must be separated so that no one individual controls all key aspects of a transaction or event (e.g., a technician responsible for creating cash or check due transactions cannot also be responsible for collecting cash or checks), must be maintained.

D. Each DoD Component must develop and implement internal operating procedures and/or guidance to implement this overarching policy in a manner that ensures accurate, timely, and relevant reporting of financial data. Internal operating procedures must include a triannual review process for accounts receivable as described in Volume 3, Chapter 8. Relevant records supporting financial statements shall be maintained and made available during financial statement audits.

*030311. Erroneous, Invalid, and Unsubstantiated Accounts Receivables

During the triannual review, receivables must be reviewed for completeness, accuracy, and supportability. Abnormal or erroneous accounts receivable must be promptly researched and resolved. If at any time it is determined that a debt was never owed and should not have been classified as an accounts receivable, the accounting records must be adjusted. Return all funds collected to the debtor for unsubstantiated account receivable. For errors detected in the year the receivable was recorded, reverse the entry. For errors detected in subsequent fiscal years, record an entry in accordance with the requirements for recording and reporting errors in Chapter 15, paragraph 150601. If at any time a billing DoD Component does not have or cannot produce the evidence necessary to establish an accounts receivable and has not been able to obtain the voluntary repayment of the debt, the entries that established the accounts receivable will be reversed. Evidence necessary to establish an account receivable includes, but is not limited to, a duplicate payment voucher, contract reconciliation document, Department of Justice litigation report, an unpaid U.S. payment voucher, or demand letter. All erroneous, invalid, and unsubstantiated accounts receivable must be removed from the general ledger by reversing the existing entry if recorded in current year. See Chapter 14 if receivable was recorded in prior years. The reversing journal entry must be supported with all known evidence. The evidence obtained from research may identify internal control failures and/or process weaknesses with the recognition of accounts receivable. Any internal control failures and/or process weaknesses must be addressed and corrected.

030312. Canceled Appropriations

AROs must retain all outstanding receivables in the residual records even though an appropriation cancels. When the appropriation cancels, the collection of a receivable is recorded in Treasury miscellaneous receipt account 3200, “Collections of Receivables From Canceled Accounts.” Appropriation cancellation does not relieve the DoD of the responsibility to pursue collection or recovery.
030313. Nonappropriated Fund Instrumentalities Receivables

Receivables from NAFIs must be recorded as transactions from the public. They must be included in the quarterly TROR. With the exception of individual debt, NAFI delinquent debt will not be referred to the DMO or to Treasury for collection assistance. Refer to Volume 13, Chapter 3 for guidance on NAFI debts.

030314. Foreign Military Sales Receivables

Receivables from the FMS Trust Fund (appropriation 11X8242) must be recorded as federal transactions. Other Security Assistance receivables, e.g., the Foreign Military Financing Program, Grants, and Funds Appropriated to the President (11*1082), must be recorded and reported as intragovernmental receivables. The FMS delinquent accounts receivable will not be referred to the DMO or to Treasury for collection assistance. See Volume 15, Chapter 5 for guidance on FMS receivables.

030315. Non-FMS Foreign Government Receivables

The ARO or FGDMO will initiate initial billings for non-FMS foreign government accounts receivable. The ARO will refer delinquent non-FMS foreign government accounts receivable to the FGDMO for additional billing and collection action when local efforts do not result in payment. Proper documentation must be included in the referral. The accounts receivable is established and maintained at the field site. Once collection is received from the foreign entity, the field sites are reimbursed to satisfy their accounts receivable. Refer to Volume 6A, Chapter 12 for further information on non-FMS foreign government receivables.

030316. Retention of Documentation

AROs and DCOs will maintain documentation to support actions taken on each accounts receivable. This includes, but is not limited to, documents supporting:

A. Establishing the receivable.
B. Due process requirements.
C. Research and resolution of abnormal or erroneous balances.
D. Reversal of entries establishing the receivable.
E. Termination, write-off and close-out of receivable.
F. Bankruptcy.
G. Installment payment plan.
*030317. Undistributed Collection Balances

Undistributed collection balances should be placed in Treasury budget clearing (suspense) accounts F3875 and F3885. These balances must be analyzed and reconciled monthly in the Financial Management System Form 224, Statement of Transactions, to ensure all collected amounts are properly credited to the proper appropriation and applicable accounts receivable accounts. For any suspense account, items or transactions more than 60 days old, investigate and document the reason why the transaction cannot be reclassified to the correct appropriation. All differences must be cleared within 60 days, with the exception of those suspense accounts that have been identified by Treasury as exempt from the 60-day requirement. Refer to Chapter 2 for the required investigatory procedures related to budget clearing account balances.

0304 PUBLIC RECEIVABLES

030401. General

Receivables due from the public are claims of the DoD, or an entity within the Federal Government, against non-federal entities, to include public entities, domestic and foreign persons and organizations outside the U.S. Government. Public receivables are also created from the sales of goods or services when an advance is not first received (advance payment exceptions are in paragraph 030302 or from refunds due to the DoD).

030402. Debt Collection Policies

The DoD policies for credit management and debt collection delineated in other volumes are:

A. Policies and procedures for collection of debt from individuals are in Volume 5, Chapter 28.

B. Policies and procedures for loss of funds cases are in Volume 5, Chapter 6. Accounts receivable that are the result of improper payments may require loss of funds investigations in accordance with Volume 5, Chapter 6 and have additional reporting requirements under the Improper Payments Elimination and Recovery Act of 2010 (IPERA) and Improper Payments Elimination and Recovery Improvement Act of 2012 (IPERIA). See Volume 4, Chapter 14 for additional guidance regarding IPERA and IPERIA reporting requirements.

C. Policies and procedures for salary offset to collect debts owed to the Federal Government by military members or civilian employees are in Volume 7A, Chapter 50, Volume 7B, Chapter 28, and Volume 8, Chapter 8. Volumes 7A, 7B, and 8 also address collection of child support, alimony, or commercial debts from the pay of military members or civilian employees through garnishment or involuntary offset.
D. Policies and procedures for collection of commercial or contractor debt are in Volume 10, Chapter 18. Additionally, the Federal Acquisition Regulation (FAR) Subpart 32.6, "Contract Debts," prescribes policies and procedures for ascertaining and collecting contract debts, charging interest on the debts, deferring collections, and compromising and terminating certain debts.

E. Policies for collection of debts from foreign countries are in Volume 6A, Chapter 12.

030403. Receivables from the Sale of Goods and Services to the Public

A. Upon receipt of a collection voucher, the ARO must record the collection in the accounting system and include it in the monthly reports (Standard Forms 1218, 1219, 1220 and 224) to Treasury. If an abnormal balance results from recording the collection, the ARO must research and resolve the abnormal balance.

B. The ARO must refer delinquent accounts receivable for further collection action as required by debt collection policy referenced in subparagraphs 030405.B and C.

030404. Refunds Receivable

Refunds to appropriations represent amounts collected from outside sources for payments made in error, overpayments, or adjustments for previous amounts disbursed. They must be directly related to previously recorded expenditures and are reductions to those expenditures. There is not a separate account for refunds receivable in the USSGL. Refunds receivable are treated as accounts receivable.

A. Examples of refunds receivable include, but are not limited to the following:

1. Salary overpayments.
2. Overpayments to commercial concerns due to erroneous billings, incorrectly computed invoices, or contract default.
3. Amounts due for items rejected or returned.
4. Amounts of recovery due on payments for contractual services, such as rent, insurance, and transportation purchased, where such contracts are canceled and adjustments made for the unused portion.
5. Amounts for advance payment of travel when the travel was canceled.
6. Amounts payable for “due U.S.” travel vouchers.
7. Amounts due from advance payments for contractual purposes.
8. Amounts due from employees on leave without pay for employee share of benefits (i.e., health insurance).

B. Non-DCO activities (e.g., contracting offices, Fund Holders) will notify the DCO that a debt exists. For contracting offices, guidance is contained in the FAR, Part 32, Contract Financing. DCOs must ensure the appropriate ARO is advised that a receivable is to be established in the applicable accounting system. Such notification must be made in the same accounting cycle that the debt is recognized.

C. Upon receipt of a collection voucher, the ARO must ensure that the collection is recorded in the accounting system and reported to Treasury. See sections 0306 and 0307 for additional guidance on reporting requirements. If an abnormal balance results from recording the collection, then the ARO will research and resolve the abnormal balance.

D. The ARO or DCO must refer delinquent accounts receivable for further collection action as required in subparagraphs 030405.B and C.

* E. OMB Circular A-11, “Preparation, Submission, and Execution of the Budget,” addresses the proper budgetary accounting for refunds in Section 20.10. Since refunds are the repayments of excess payments, the amounts are directly related to previous obligations incurred and outlays made against the appropriation. Refunds received are deposited to the credit of the appropriation or fund account charged with the original obligations.

030405. Collection Actions

Accounts receivable must be aged to allow for the management of collection actions.

* A. The due date for a receivable is normally 30 days from the date of invoice, demand letter, or notice of payment due unless a specific due date is established by statute, contract provision, or notice of indebtedness. The initial demand for payment, invoice, or demand letter must include a complete explanation of the debtor’s rights and responsibilities, the basis of the indebtedness, the agency’s intention to use various collection tools to collect the debt, additional charges (i.e., interest, penalties and administrative charges) that may be levied, and the name, work phone number, and address of an individual to contact within the agency to resolve the delinquency.

B. AROs or DCOs will refer valid and legally enforceable delinquent individual out-of-service debt of $25 to the DCMO for further collection action no later than 60 days after the payment due date.

C. AROs or DCOs will refer valid and legally enforceable delinquent vendor debt of $25 ($100 if vendor does not have a Taxpayer Identification Number) or more, comprised of principal, interest, administrative charges, and penalty, to the DMO for further collection action no later than 60 days after the payment due date. Multiple debts to the same vendor totaling $25 or $100 respectively, or more must be consolidated and referred to the DMO as one debt package.
D. Uncollected public vendor debt of less than $25 and individual out-of-service debt of less than $25 must be collected or written-off and closed-out within one year of delinquency in accordance with paragraph 030407. These debts shall not be referred to DMO or DCMO for further collection action unless mandated by public law.

*  E. The DCMO or DMO will refer valid and legally enforceable delinquent public receivables over 120 days old to Treasury for further collection action in accordance with the Debt Collection Improvement Act of 1996 (DCIA) and the Digital Accountability and Transparency Act of 2014 (DATA Act). Refer to Volume 13, Chapter 3 for guidance on NAFI debts. Only those activities with specific authority will refer these aged debts to Treasury.

1. Exceptions to the requirement to refer debt to Treasury include debts or claims that: (a) are in litigation or foreclosure; (b) will be disposed of under an asset sales program within one year after becoming eligible for sale, or later than one year if consistent with an asset sales program (See OMB Circular A-129, section IV, paragraph 3 for additional information on the asset sales program); (c) have been referred to a private collection contractor for collection for a period of time approved by the Secretary of the Treasury; (d) will be collected under internal offset, if such offset is sufficient to collect the claim within three years after the date the debt or claim is first delinquent; (e) are foreign government debts; or (g) are NAFI debts.

2. The Treasury, after due process, returns uncollected public receivables to the sender (length of time varies based upon collection actions taken by Treasury).

3. Debts less than $100,000 that are referred to Treasury and later returned due to failure to collect may be terminated for further collection action by DCMO or DMO upon coordination with the appropriate Fund Holder. Debts of $100,000 to $500,000 that are referred to Treasury and later returned due to failure to collect may be terminated with Treasury’s approval. Debts of $500,000 or more must be referred to the Department of Justice for approval to terminate collection action. See Volume 5, Chapter 28 and Volume 10, Chapter 18, for additional guidance regarding termination of collection action.

4. DCMO or the DMO will advise the ARO when the Treasury has returned a debt as uncollectible. The ARO will take appropriate actions to terminate collection action, write-off the receivable, and close-out the receivable, as applicable.

030406. Establishment of Allowance for Loss on Accounts Receivable

The ARO must record an allowance for loss on public accounts receivable in the general ledger, which will provide for reducing gross receivables by the amount of the estimated loss to their net realizable value.

A. SFFAS 1 states that losses on receivables should be recognized when it is more likely than not that the receivables will not be totally collected; the phrase “more likely than not” means more than a 50 percent chance of loss. The allowance for loss on accounts receivable must be re-estimated annually and when information indicates that the latest estimate
is no longer correct. Losses due to uncollectible receivables should be measured through a systematic methodology. The systematic methodology should be based on analysis of both individual receivables and groups of receivables as a whole. The allowance amount calculated for individual receivables and groups of receivables will be added together and will be the total amount for allowance for loss on accounts receivable.

1. **Group of Receivables.** To determine the loss allowance for receivables less than $100,000, separate the receivables into groups having similar risk characteristics. Receivables may be grouped by each delinquent age category greater than 60 days old, by category of debtor, by reason that gave rise to the receivable, or by geographic regions. The methodology used to determine the percentages will be based on the history of bad debt expense from the last three years. The determined percentages will be applied to the total amount in each category. The OUSD(C) may approve exceptions when abnormal circumstance skews the three year average.

2. **Individual Receivables.** Each receivable equal to or greater than $100,000 must be analyzed to determine the loss allowance. Loss estimation for each receivable will be based on: (a) the debtor’s ability to pay, (b) the debtor’s payment record and willingness to pay, and (c) the probable recovery of amounts from secondary sources, including liens, garnishments, cross collections and other applicable collection tools. DoD Components with a low number of receivables or a large number of small dollar receivables may lower the threshold. However, consistent methodology must be used from year to year.

B. In those instances when one DoD Component sub-allots funds to another DoD Component, the office executing the funds will be responsible for establishing the allowance for loss on accounts receivable.

C. The write-off of receivables must be processed through the allowance for loss on accounts receivable account. If the allowance account has been depleted as a result of write-off activity, then it must be immediately re-estimated and re-established.

030407. **Write-off and Close-Out of Public Accounts Receivable**

General provisions for write-off and close-out of public accounts receivable are established in OMB Circular A-129. Write-off is mandatory for public delinquent debt that has not been collected within two years of delinquency unless documented and justified to OMB in consultation with Treasury. See subparagraph 030405.D for guidance on write-off and close-out of vendor debts and individual out-of-service debts under $25.

* A. **Write-off.** The DCO must provide the ARO with documentation to support write-off of the receivable (regardless of amount) and also must provide the history of all research and debt collection efforts. When received, the ARO must immediately provide the documentation to the Fund Holder for concurrence for write-off and notify the DCO that the request for concurrence was sent. If the Fund Holder concurs, the ARO will write-off the debt. If the Fund Holder non-concurs or does not respond, then the following applies:
1. The Fund Holder must respond within 30 days of request for a write-off. If a response is not received within 30 days, the ARO will write-off the debt.

2. If non-concurring, the Fund Holder must provide the ARO with additional written evidence to enable the collection of the debt. The ARO will only make one additional attempt to collect (i.e., issue one additional demand letter).

3. If payment is not received after following outlined procedures, the ARO will write-off the debt. The ARO will notify the Fund Holder and the DCO that the debt was written-off.

B. Currently Not Collectible (CNC). Once the debt is written-off, it must either be classified as CNC or closed-out. Debts in CNC status are reported on the TROR and are still eligible for the Treasury's cross-servicing and offset programs.

1. Public debt will be classified as CNC only if the following criteria are met:
   a. The vendor debt or the individual out-of-service debt is $25 or more.
   b. All debt collection actions referenced in this chapter have been pursued.
   c. It is cost effective to continue collection efforts.

2. CNC debt must be continuously reviewed and, as required, reclassified and closed-out.

3. When Treasury is able to collect on a receivable categorized as CNC and remits funds to DoD, the ARO will reverse the write-off, reestablish the receivable, and record the collection against the receivable.

C. Close-Out of Indebtedness. Debt write-off and close-out may occur at the same time, or close-out may follow write-off by a substantial period of time. When it has been determined that the debt is not collectible (e.g., returned from Treasury uncollected or further collection action would not be economically feasible), the DCO must notify the ARO. The ARO must notify the Fund Holder and request concurrence to close-out the debt. If the Fund Holder non-concurs or does not reply, the following applies.

1. The Fund Holder must respond within 30 days of request for close-out. If a response is not received within 30 days, then the debt must be closed-out.

2. If non-concurring, the Fund Holder must provide the ARO with additional written evidence to enable the collection of the debt. The ARO will only make one additional attempt to collect (i.e., issue one additional demand letter).
3. If payment is not received after following procedures in subparagraphs 030407.C.1 and 2, then the debt must be closed-out and the Fund Holder notified.

4. Once a debt has been closed-out, it cannot be reactivated, and the Federal Government cannot take any further administrative or legal action to collect the debt. The Federal Government, however, can accept voluntary repayment of the debt at any time. Once the Fund Holder has decided to close-out the debt, the ARO has primary responsibility for close-out actions and 1099C IRS reporting. Close-out for foreign government debts will be accomplished in accordance with Volume 6A, Chapter 12.

D. Tax Reporting. All closed-out uncollected individual, public vendor, or contractor debt will be forwarded to the DFAS-Columbus, DFAS Tax Office, Enterprise Solutions and Standards, Finance Mission Area, Attn: DFAS-JJFD/CO, PO Box 182317, Columbus, Ohio 43218-2317 for tracking, consolidation, and reporting. Data elements required by the Tax Office for consolidating and reporting the closed debts include:

1. Tax Identification Number.
2. Contractor Name.
3. Contractor Address
5. Date Account Closed.
6. Principal.
7. Interest.
8. Administrative Charges and Penalties.
9. Debt Reason Description.

0305 INTRAGOVERNMENTAL RECEIVABLES

030501. Receivables Due From Federal Entities

Receivables due from DoD Components or other federal entities are intragovernmental receivables and must be reported separately from receivables due from public entities.

A. Intragovernmental materials sold or services furnished must be authorized and documented in a support agreement between the provider and ordering entity. The cost of the materials or services is first initiated by the activity providing the materials or performing the services (seller). The activity receiving the materials or services (ordering entity or customer) pays the performing activity. Uncollected amounts earned from reimbursable sales are recorded as accounts receivable.

B. In contrast with orders from the public/non-federal entities without an advance, under the Economy Act DoD organizations with reimbursable authority may recognize a budgetary resource upon acceptance of funded reimbursable orders from DoD and other federal agencies, because customer agencies obligate their own budgetary resources (e.g., appropriations) at the time of order placement and acceptance. DoD organizations may incur obligations to fill such orders without requiring the customer to provide an advance payment and without burdening their own budgetary resources.

*030503. DoD Performing Entity Responsibilities

The performing entity must ensure that the cost and a liability (Delivered Orders-Unpaid) incurred for completed performance are promptly recorded as revenue and receivable (Reimbursements and Other Income Earned - Receivable) and must ensure the earned revenue amount is promptly charged and collected from the ordering entity. Refer to Chapter 9 for a description of how titles are passed on a contractual agreement, and when the revenue and receivable should be recorded. Ensure that transactions are recorded on a timely basis, in order for Treasury to perform intragovernmental eliminations. The performing entity will:

A. Receive a customer’s order, which will be verified against the agreement serving as the basis for the order, such as a Department of Defense Form 448, Military Interdepartmental Purchase Request (MIPR). The amount of the order must be recorded as an unfilled customer order.

B. Reverse the unfilled customer order and record a filled customer order (i.e., earnings) uncollected upon receiving documentation showing that goods or services were provided. Record the receivable and charge the customer. If an abnormal balance results from reversing the unfilled customer order, research the abnormal balance and promptly resolve the issue.

C. Reverse the filled customer order uncollected (i.e., earnings) and record a filled customer order collected upon receipt of a collection voucher. If an abnormal balance results from reversing the filled customer order uncollected, research the abnormal balance and promptly resolve the issue.

D. Ensure that collection vouchers are recorded in the accounting system and reported to the Treasury in the accounting month the collection was received.
E. Review unearned and earned orders and determine that recorded orders are supported with an order or contract.

F. Research any abnormal unfilled customer order balances; such balances indicate that an order may not be recorded. Research any abnormal filled customer order uncollected balances; such balances indicate that collections may have been incorrectly recorded. Promptly resolve these abnormal balances.

G. For orders not filled from inventory (e.g., supply issues from materiel systems); obtain the accounts payable transaction history. Review obligations and accrued expenditures recorded and determine whether the accruals are supported with a reimbursable agreement or a document evidencing that a payment is due. Unsupported obligations and accrued expenditures must be thoroughly researched, and the necessary corrective actions taken. Copies of all reimbursable orders must be available to ensure that all obligations and accrued expenditures are recorded correctly. Reconcile the receivables and collections (earnings) relating to the reimbursable program of the performing activity with the accrued expenditures paid and unpaid of the same performing activity.

H. Obtain the billing transaction history from the ARO. Billing transaction histories must be provided within 30 days. Ensure that billings are against the correct order and, consequently, billed against the correct obligation. Request copies of documents supporting that a payment is due; reconcile these documents with the related accounts receivable. Any discrepancies must be resolved by adjusting the accounts receivable to the appropriate amounts.

I. Upon receiving a request for supporting documentation, provide a copy of an agreement, contract, and/or proof of performance or delivery within 30 days of request.

J. If a charge is disputed or rejected, review supporting files promptly. The intragovernmental dispute process is outlined in subparagraphs 030505.A and 30305.B.

K. Research unmatched disbursements and negative unliquidated obligations as required by Volume 3, Chapter 11.

L. Unless authorized by law to perform non-reimbursable work, DoD performing activities will not perform reimbursable work for another federal agency that is 90 days or more in arrears in payment of previous reimbursable billings. This restriction can be waived by the Office of the Under Secretary of Defense if in the national interest to do so.

030504. DoD Ordering Activity Responsibilities

A. The ordering activity must review all charges from the performing activity to ensure that amounts due are in agreement with the reimbursable orders and are supported with a copy of the order or contract and evidence of performance.
B. Transportation charges that cannot be matched to an accounts payable transaction, or that cannot be charged back, must be researched and charged to the proper line of accounting upon completion of research.

* C. If the bill is supported, but the order or obligation is not recorded in accounting, then record the order or obligation immediately. Determine why the order or obligation was not recorded. The evidence obtained from research may identify internal control failures and/or process weaknesses. Any internal control failures and/or process weaknesses must be addressed and corrected. Evidence from the research should be documented and maintained by the organization.

030505. Management of Collection Actions

Accounts receivable must be aged. Aging allows for the management of collection actions. Delinquency date starts one day after the due date.

A. Charges arising from transactions within the DoD and with other federal departments and agencies must be recorded as accounts receivable in the accounting month earned.

B. Bills arising from transactions which contain a National Stock Number within the DoD will be collected through the Military Standard Billing System interfund billing procedures when supported by the supply and accounting systems. The provider will not accept a MIPR if interfund can be used. Manual billing (i.e., the XP fund code) will not be used unless approved by the Deputy Chief Financial Officer. For intragovernmental interfund disputes, follow the dispute process outlined in DoD Manual 4000.25, Volume 1, Chapter 4.

C. For non-interfund intragovernmental (within DoD) receivables, reimbursement will be via Defense Cash Accountability System or Intra-Government Payment and Collection (IPAC). The buyer cannot chargeback or reject the charge (other than IPAC) unless authorized by the dispute process as outlined in subparagraph 030506.A. The buyer must perform an IPAC reject within 30 days. The only valid reasons for reject/adjustment are:

1. Billing for more than the agreed amount.

2. Duplicate/erroneous billing.

3. Lack of supporting documentation.

4. MIPR has expired and/or appropriation has expired.

D. For intragovernmental (outside DoD) receivables, IPAC is the preferred method of billing/collection.

1. Include the use of IPAC as the preferred method of billing/collection on the MIPR acceptance.
2. Follow the intragovernmental (outside DoD) dispute process as outlined in subparagraph 030506.B if the IPAC transaction is rejected.

E. Rejected charges must require the reestablishment of a receivable and adjustments to an appropriation’s Fund Balance with Treasury.

F. USSGL accounting transactions for reimbursable billings and collections, and accounts receivable corrections and adjustments are detailed in the SFIS library.

030506. Non-Interfund Dispute Process

A. Intragovernmental Debt Within the DoD. The performer’s ARO is responsible for managing intragovernmental debt.

1. Intragovernmental debt cannot be reduced, i.e., an allowance for losses is not allowed. Additionally, intragovernmental debt cannot be referred to a debt collection activity.

2. The full settlement of intragovernmental accounts receivable disputed charges must take no longer than 180 days from the date of the charge.

3. For receivables of $2,500 or less, the buyer may accept the charge without dispute. However, these charges may be disputed as long as the process can be justified as cost effective.

4. For disputed receivables greater than $2,500:
   
a. The buyer will work with the seller during the first 60 days from the date of the charge to resolve the dispute. The buyer or seller may request assistance from the accounting service provider. If the dispute cannot be resolved, the buyer, along with assistance from DFAS, will assemble a dispute package and send it to the seller. At a minimum, the dispute package must include copies of: MIPR or equivalent, MIPR acceptance or equivalent, voucher payment, bill, correspondence, shipment or delivery evidence, and a narrative explaining the basis of the dispute.

   b. During 61-90 days from the date of the charge, the seller will review the buyer’s dispute package and will provide a written response of concurrence or non-concurrence.

      (1) If the seller concurs, the seller will reverse the charge.

      (2) If no response is received from the seller, the buyer may chargeback without recourse.
If the seller non-concurs, the buyer will elevate the dispute package to their Resource Manager/Comptroller.

c. During 91-120 days from the date of the charge, the buyer’s Resource Manager/Comptroller will contact the seller’s Resource Manager/Comptroller to resolve the dispute. If the dispute cannot be resolved, the buyer’s Resource Manager/Comptroller will elevate the dispute package to their Service Secretary, Combatant Command Commander, or Defense Agency Director.

d. During 121-150 days from the date of the charge, the buyer’s Service Secretary, Combatant Command Commander, or Defense Agency Director, will contact the seller’s Service Secretary, Combatant Command Commander, or Defense Agency Director, to resolve the dispute. The dispute must be resolved within 180 days.

5. If the resolution to the dispute is that the buyer does not have to pay the bill, then the seller must make an adjustment to revenue (earnings) to liquidate the debt if the revision reflects current fiscal year activity. The seller will decrease revenue and increase direct obligations and expenses. For material receivables established in a prior year, revenue must not be decreased, rather a prior period adjustment must be used to properly account for the adjustment. See Volume 6B, Chapter 6. For immaterial receivables established in the prior year, reduce current year revenues.

B. Intragovernmental Debt Outside the DoD. Disputes between government agencies (e.g., between the DoD and the General Services Administration) will be resolved in accordance with Treasury Financial Manual (TFM) Volume 1, Part 2, Chapter 4700, Appendix 10.

1. Dispute resolution will involve the program offices, the accounting offices, the contracting officer, and the agency’s Chief Financial Officer (CFO), as appropriate. Disputes will be documented in writing with clear reasons for the dispute. A memorandum of agreement will be signed by the CFOs of each department and agency to acknowledge that department’s or agency’s active participation in the dispute resolution process.

2. Trading Partners will not chargeback or reject transactions that comply with TFM Volume 1, Part 2, Chapter 4700, Appendix 10. Further, new transactions will not be created to circumvent the guidance contained therein. Transactions that comply with TFM Volume 1, Part 2, Chapter 4700, Appendix 10, but are disputed must be resolved using the guidance in subparagraphs 030506.B.4 and 030506.B.5.

3. Disputes are of two types:

   a. Accounting treatment (e.g., advances and non-expenditure transfers).

   b. Contractual (e.g., payment, collection, and interagency agreement).
4. If intragovernmental differences result from differing accounting treatment, then the trading partners have 60 calendar days from the date that the difference is identified in Treasury Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) or the date that a charge is disputed, whichever comes first, to agree on the treatment of an accounting entry. If agreement cannot be reached within 60 calendar days, then both trading partners’ CFOs must request that a decision be rendered by the Treasury Bureau of Fiscal Service (BFS). After BFS has rendered a decision, the ARO must adjust their financial records as needed within five calendar days, but no later than the end of the quarter.

5. If intragovernmental differences result from contractual disputes, then the trading partners have 60 calendar days from the date that the difference is identified or the date that a charge is disputed, whichever comes first, to agree on the contractual terms. If agreement cannot be reached, then both trading partners’ CFOs must request that a binding decision be rendered by the CFOs Council’s Committee established for this purpose. The Committee must render a decision within 90 calendar days of request. The trading partners will then coordinate to ensure any necessary IPAC transaction needed to effect the decision is processed as applicable.

   a. Missing indicative data on an intragovernmental transaction is cause for a contractual dispute. Examples of indicative data include:

      (1) Order number.

      (2) Treasury Account Symbol (TAS) for both trading partners. If multiple TAS are included on one order, specify amounts for each TAS, as appropriate.

      (3) Business Event Type Code for both trading partners.

      (4) Amount to accrue, advance, or disburse.

      (5) Business Partner Network number for both trading partners.

   b. The buyer may establish a monetary threshold before asking for contractual decisions; the threshold must not exceed $100,000 per order. If an amount is under the buyer’s threshold, and the buyer elects not to pursue a dispute, then the buyer must pay the amount.

C. NAFI Billing, Collection and Dispute Processes. DODI 1015.15, “Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources,” requires certain categories of NAFIs to reimburse appropriated funds (APF) for the provision of goods and services to the NAFI.
1. **Reimbursement Agreements.** The applicable APF office will prepare a reimbursement agreement with the NAFI. This could be in the form of a Memorandum of Understanding or Inter-Service Support Agreement. The agreement will be signed by the APF and NAFI authorized representative. At a minimum, this agreement must have:

   a. Fixed price for goods and services or methodology for determining price, e.g., utilities, or both. The agreement can be for a specific sale or for a specified period of time.

   b. Bill due date will be 30 days from date of the bill.

2. **Due Process.** If bill is not paid by due date, a demand letter will be sent to the NAFI. The NAFI has 30 days from the date of the demand letter to provide payment or provide reasons for non-payment. The validity of the dispute will be determined by the APF representative. If dispute is valid, the APF representative will immediately resolve. If dispute is determined not to be valid, or there is no response, the APF representative will elevate demand for payment as follows:

   a. Within 31-60 days after the due date, the Installation Comptroller will send the demand for payment with supporting documentation to the NAFI Headquarters Comptroller (NHC).

   b. Within 61-90 days after the due date, the NHC will make payment or dispute the bill. The validity of the dispute will be determined by the Installation APF Comptroller. If dispute is determined not to be valid, or there is no response, the Installation APF Comptroller will elevate the demand for payment with supporting documentation to the Installation Major Command.

   c. Within 91-120 days after the due date, the Installation Major Command will instruct that payment be made or dispute the bill. If the Installation Major Command cannot resolve the dispute, or there is no response, the Installation APF Comptroller will elevate the demand for payment with supporting documentation to the Service Comptroller.

   d. Within 121-150 days after the due date, the Service Comptroller will instruct payment or resolve the dispute.

* 3. **Budgetary Resources.** Military Departments may use their own appropriated fund budgetary resources to perform a reimbursable order for a NAFI without an advance. However, they may not recognize budgetary resources for the order until the account receivable is paid.
0306 REPORTING RECEIVABLES DUE FROM THE PUBLIC

The DoD Components are required to submit a quarterly TROR. The ARO, in conjunction with the DoD Component, must report public receivables in accordance with TROR instructions located on the Treasury website (see paragraph 030222).

0307 REPORTING RECEIVABLES IN THE DEPARTMENT OF DEFENSE FINANCIAL STATEMENTS

030701. Reported Accounts Receivable Quarterly

Accounts receivable are reported on the quarterly financial statements. Instructions for the reporting of receivables in the quarterly financial statements are contained in Volume 6B, Chapters 4 and 10. Receivable amounts are depicted in the Balance Sheet and are disclosed in the Notes to the Financial Statements. Public accounts receivable balances reported on the financial statements must be reconciled with the GTAS accounts receivable from the public balances (attribute non-Federal).

030702. Gross Accounts Receivable Balances

Gross accounts receivable balances due from the public reported on the quarterly financial statements also will be reconciled with receivables reported on TROR.

030703. Eliminating Intragovernmental Consolidated Quarterly Financial Statements

The consolidated quarterly financial statements eliminate intragovernmental accounts receivable balances in accordance with Volume 6B.

0308 CREDITING AND ACCOUNTING FOR DISPUTED COLLECTIONS UNDER THE CONTRACT DISPUTES ACT OF 1978

030801. Crediting Collections

A. When an amount, including interest and administrative fees, is collected from a contractor and the contractor disputes the debt or indicates that they will dispute the debt, the collected amount will not be accounted for as settlement of the debt. Interest, penalties, and fees will cease to accrue and the disputed amounts will be credited to Treasury deposit account pending disposition of the contractor's dispute.

B. Collections normally are received by the disbursing or payment certifying office making or authorizing payments for the contract in dispute, but may be received by others, including ARO, supporting accounting offices, DMO, contracting officers, contract administration officers, and legal offices. Upon making a collection in a disputed situation, the collection will be documented as a disputed contract collection.
1. If the contract was paid by DFAS-Columbus or if the contract was submitted to the DMO for debt collection assistance, then deposit the collection to Disbursing Station Symbol Number (DSSN) 6551. Offices, other than the DMO, making the collection and deposit of a disputed collection to DSSN 6551 must forward to the DMO all documentation related to the collection. If the office receiving the collection does not make deposits, then the office receiving the collection will promptly forward the contractor’s check and related documentation to DSSN 6551. The collection voucher prepared for a disputed collection will serve as the basis for crediting the amount to Treasury deposit account X6501, Small Escrow Amounts, in a special subhead or limit with departmental prefix 097. If the disputed collection is related to a contractual obligation in an appropriation that has closed in accordance with 31 U.S.C. § 1552(a) or 31 U.S.C. § 1555, then annotate the collection as a “closed appropriation collection” and credit the collection to deposit fund account X6501 in a different subhead or limit. DSSN 6551 must maintain control of collections credited to this account and will prepare all vouchers for disbursement or transfer from the deposit account.

2. If a disputed collection is received on a contract that was not paid by DSSN 6551 and the debt was not submitted to the DMO for debt collection assistance, then deposit the collected amount to the DSSN which made the payment on the contract. The collection must be credited to deposit account X6501 with departmental prefix 017, 021, 057, 096, or 097, as appropriate.

3. The DMO and the responsible disbursing officer will notify the contracting officer, the contract administration officer, if applicable, and the Service or agency contract finance officer, and/or other authority for contract debt matters of any actions affecting the disputed collections. Conversely, these officers or offices must inform the responsible disbursing officer and the DMO of any actions taken that affect the disputed collection.

030802. Accounting for Collections in Dispute

A. In accordance with 10 U.S.C. § 2410(m), disputed collections received and credited in accordance with subparagraph 030801 shall be separately accounted for and remain available, regardless of the closing of an appropriation or fund account, for payment of:

1. Any settlement of the claim by the parties.

2. Any judgment rendered in the contractor’s favor on an appeal of the decision on the claim to the Armed Services Board of Contract Appeals (ASBCA).

3. Any judgment rendered in the contractor’s favor in an action on that claim in a court of the U.S.

B. Availability of the disputed collection expires 90 days after the expiration of the period for bringing an action on that claim in the U.S. Court of Federal Claims under section 41 U.S.C. § 7104(a), if within that 90 day period, no appeal on the claim is commenced at the ASBCA and no action on the claim is commenced in a court of the U.S.
C. If not expiring under paragraph 030802.B, then availability of the disputed collected amounts expires:

1. In the case of a settlement of a claim, 90 days after the date of the settlement.

2. In the case of a judgment rendered on the claim in an appeal to the ASBCA or an action in a court of the U.S, 90 days after the date on which the judgment becomes final and rendered not appealable.

D. While an amount is being separately accounted for and available in accordance with paragraph 030801, the amount may be obligated or expended in whole or in part only for the purpose described in subparagraph 030802.A.

E. When all or part of a disputed collection is determined to be repayable to the contractor, whether by settlement agreement or judgment, including payment or adjustment of interest or fees, that amount must be promptly disbursed to the contractor. Timely reimbursement must also be made to the Treasury Judgment Fund, if applicable. The foregoing disbursed amounts must be charged to the deposit account X6501. Any interest accruing since the collection and ordered to be paid in accordance with the settlement or judgment must be charged to the applicable, currently available, appropriation account.

F. Upon expiration of the period of availability of all or part of an amount credited to the deposit account in accordance with paragraph 030801, amounts not obligated and expended, must be withdrawn and credited as follows:

1. If an amount was credited to the deposit account for an appropriation or fund account that closed for reasons other than those described under 31 U.S.C. § 1552(a) or 31 U.S.C. § 1555, then the principal amount collected must be properly credited to that appropriation or fund account and an adjustment made of the amounts of the contract(s) for which the disputed collection arose. Any amounts for interest and fees must be credited to the appropriate Treasury Miscellaneous Receipts accounts.

2. Amounts credited to the deposit account for an appropriation or fund account that was canceled, or subsequently canceled after the collection in accordance with 31 U.S.C. § 1552(a) or 31 U.S.C. § 1555, must be withdrawn and credited to the appropriate Treasury Miscellaneous Receipts accounts. The principal amount must be credited to “Collection of Receivables from Canceled Accounts”, Treasury General Fund Receipt Account 3200 (and the memorandum account adjusted, as appropriate). Interest and fees must be credited to the “Miscellaneous Receipts-Defense” account. In the records maintained for the closed appropriation account and unclosed contracts associated with the collection, the unobligated and obligated balances must be adjusted to reflect the results of settlement or judgment, including any amount retained and adjusted for the amounts of the contract or contracts for which the disputed collection arose.
Figure 3-1. Aged Delinquent Accounts Receivable Groups

<table>
<thead>
<tr>
<th>AGED DELINQUENT ACCOUNTS RECEIVABLE GROUPS</th>
</tr>
</thead>
<tbody>
<tr>
<td>CATEGORY</td>
</tr>
<tr>
<td>Non-delinquent</td>
</tr>
<tr>
<td>Current</td>
</tr>
<tr>
<td>Noncurrent</td>
</tr>
<tr>
<td>Delinquent</td>
</tr>
<tr>
<td>1 to 30 days</td>
</tr>
<tr>
<td>31 to 60 days</td>
</tr>
<tr>
<td>61 to 90 days</td>
</tr>
<tr>
<td>91 to 180 days</td>
</tr>
<tr>
<td>181 days to 1 year</td>
</tr>
<tr>
<td>Greater than 1 year and less than or equal to 2 years</td>
</tr>
<tr>
<td>Greater than 2 years and less than or equal to 6 years</td>
</tr>
<tr>
<td>Greater than 6 years and less than or equal to 10 years</td>
</tr>
<tr>
<td>Greater than 10 years</td>
</tr>
<tr>
<td>Subtotal</td>
</tr>
<tr>
<td>Less Supported Undistributed Collections</td>
</tr>
<tr>
<td>Less Eliminations</td>
</tr>
<tr>
<td>Less Other</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Note: The total of the columns must equal the gross amounts reported in the Accounts Receivable schedule in Note 5. This will require that the receivables due internally within each Component and supported undistributed collections be eliminated from this schedule. Infrequently, other items may need to be deducted from the subtotal. These items require disclosure in the note narrative.
VOLUME 4, CHAPTER 3, ANNEX 1: “INTEREST, PENALTIES, AND ADMINISTRATIVE CHARGES”

SUMMARY OF MAJOR CHANGES

All changes are 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 August 2014 is archived.

<table>
<thead>
<tr>
<th>PARAGRAPH</th>
<th>EXPLANATION OF CHANGE/REVISION</th>
<th>PURPOSE</th>
</tr>
</thead>
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<td>All</td>
<td>Updated United States Standard General Ledger (USSGL) account references to align with U.S. Department of the Treasury’s (Treasury) six-digit format.</td>
<td>Revision</td>
</tr>
<tr>
<td>A101</td>
<td>Updated formats to align with Department of Defense (DoD) Financial Management Regulation Revision Standard Operating Procedures dated June 2015.</td>
<td>Revision</td>
</tr>
<tr>
<td>A10201</td>
<td>Added an explanation of how the amount of interest, penalties, and administrative charges are determined.</td>
<td>Addition</td>
</tr>
<tr>
<td>A10202</td>
<td>Listed all Treasury debtor disclosure requirements.</td>
<td>Addition</td>
</tr>
<tr>
<td>A10303</td>
<td>Removed the timing restriction for administrative charges.</td>
<td>Deletion</td>
</tr>
<tr>
<td>A10303</td>
<td>Added a requirement to disclose in a note to the financial statements any immaterial custodial non-exchange revenue. Also added debts paid by installment must accrue interest on the unpaid balance.</td>
<td>Addition</td>
</tr>
<tr>
<td>A10303</td>
<td>Revised reference to the DoD Standard Chart of Accounts rather than to the USSGL.</td>
<td>Revision</td>
</tr>
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</table>
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ANNEX 1

INTEREST, PENALTIES, AND ADMINISTRATIVE CHARGES

*A101 GENERAL

A10101. Purpose

This annex provides policy for accounting and reporting of Interest, Penalties and Administrative (IPA) charges owed by the public to the Department of Defense (DoD).

A10102. Authoritative Guidance

*Title 31 United States Code (U.S.C.) Section 3717,* “Interest and Penalties on Claims,” requires the charging of interest on an outstanding debt on a U.S. Government claim owed by the public. Policies and procedures for identifying, collecting, and deferring collection of contract debts including IPA changes, if applicable, are found in Federal Acquisition Regulations subpart 32.6.

A102 OBJECTIVE

The intent of IPA charges is to stimulate prompt payment, to recover to the U.S. Department of the Treasury (Treasury) the cost of borrowing necessitated by a delinquent receivable, and to recover the cost of processing and handling delinquent receivables, including referral to credit bureaus or collection agencies. Depending on the debt type, certain requirements apply.


A. Accounting for receivables must include provisions for accruing IPA charges on all delinquent debts owed by the public in accordance with 31 U.S.C. § 3717 to include IPA charges resulting from DoD Working Capital/Revolving Funds transactions.

B. IPA charges continue to accrue until the debt/delinquent receivable is paid in full or otherwise resolved through compromise, termination, or waiver of the charges.

C. IPA charges must be equal to the average investment rate for Treasury tax and loan accounts for the 12-month period ending on September 30 of each year, rounded to the nearest whole percentage point. The Secretary of the Treasury must publish the rate before November 1 of that year. The rate is effective on the first day of the next calendar quarter.

D. Debts owed by any federal agency, including nonappropriated fund instrumentalities for purposes of this Annex, are exempt from IPA charges.
*A10202. Other Requirements

Volume 10, Chapter 18 provides policy for the collection of IPA charges arising from debts owed to the DoD by contractors, vendors, assignees, and business entities. For those debts owed to the Federal Government that are not covered by contracts or agreements, the initial notification of indebtedness must inform the debtor of:

A. The status of the debt as overdue;
B. The amount owed;
C. The basis of the indebtedness;
D. Policies on assessing IPA costs;
E. The agency’s intention to use various collection tools to collect the debt;
F. Opportunities for the debtor to review the debt records, contest the debt and provide evidence to support the contentions, and enter into a reasonable repayment agreement; and
G. The name, work phone number, and work address of an individual to contact within the agency to resolve the delinquency.

A103 APPLICATION OF CHARGES

Guidance on assessing IPA charges is contained in Title 31, Code of Federal Regulations 900-904, Federal Claims Collection Standards. IPA charges, unless prohibited by law, must be applied as follows:

A10301. Interest Charges

A. Interest charges must be assessed on all delinquent debt regardless if the debt is to be paid in a lump sum or in installments. Debt that is paid through installment plans is not considered delinquent as long as the payments are made on time; however, interest will continue to be assessed until the debt is paid in full.

B. The Current Value of Funds Rate (CVFR) is used to calculate interest on overdue Federal Government receivables. The Treasury annually publishes the CVFR in the Federal Register by October 31. The interest rate is subject to revision only if the published rate changes by two percentage points (e.g., from 6.0 percent to 4.0 percent) at the close of the prior calendar quarter. Changes in the CVFR are published in TFM Bulletins. Refer to the Treasury Current Value of Funds Rate for more information.
C. Interest rates must be established for each type of loan receivable and for overdue accounts receivable from the public. The factors that affect the variability of interest rates (e.g., legislation, type of contract, occurrence of an event, passage of time, debtor's income level, or Federal funds rate) must be identified. In the absence of specific authority embodied in statute, regulation required by statute, contract, or other public notice, the interest rate must be the CVFR on funds to the Treasury.

D. The interest rate used to determine charges on a delinquent receivable must remain fixed for the life of the debt, unless it is rescheduled or other events occur that justify an interest rate adjustment.

E. Unless other provisions have been included in a contract or prior agreement, interest charges must not be assessed until the debtor has been notified in writing that interest and penalty charges will accrue. Payment terms specified in the invoice, demand letter, or notice of indebtedness must be consistent with payment terms in the related contract or formal agreement.

F. Interest must not be charged if payment is made within 30 days after the date from which interest begins to accrue (30 days after date notification was mailed).

G. Interest Charges must be computed using the following formula:

\[ I = DNF \]

Where:
- \( I \) = Interest charge
- \( D \) = Amount of delinquent account receivable
- \( N \) = Number of days delinquent
- \( F \) = Interest rate per day

A10302. Penalty Charges

DoD Components must assess a penalty charge not to exceed six percent per annum on any portion of a receivable that is delinquent more than 90 days. A receivable becomes delinquent if not paid by the established due date; therefore, penalty charges must be applied to those accounts reported in the aging category 91-180 days delinquent and beyond. The Components may determine what percentage, up to the maximum six percent, will be applied to delinquent accounts.

*A10303. Administrative Charges*

In addition to interest and penalty charges, administrative charges must be assessed to cover the added costs incurred in handling a delinquent receivable beyond the date on which payment was due. The Components must calculate administrative charges based upon actual costs incurred. If actual cost is not available, Components may base administrative charges upon other historical costs or cost analyses as long as the method used supports determination of the charge. The administrative charge must be applied to all delinquent debts with due regard given to
the length of time the debts are delinquent, such as the age categories identified in Chapter 3, Figure 3-1. If custodial non-exchange revenue is collected and it is immaterial and incidental to agency's primary mission, a custodial note should be disclosed on the financial statement.

A. Interest and penalty charges must continue to accrue after “date of death” when a claim is to be filed against an estate.

B. Accrued IPA charges must be recorded in appropriate general ledger accounts as defined in the DoD Standard Chart of Accounts, one of the resources available on the Standard Financial Information Structure web page. General ledger subaccounts may be established under existing accounts prescribed for IPA charges or fees, but must be cross-walked to the DoD Standard Chart of Accounts.

C. All IPA charges in the DoD are non-entity assets and a liability must be established upon identification of these amounts within the appropriate Treasury, General Fund Receipt Account (refer to the Federal Account Symbols and Titles (FAST) Books for descriptions). Also refer to the Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) web site for additional information. These IPA charges are non-entity assets and may be either the receivable associated with the revenue or the subsequent collection of the IPA and should be recorded as follows:

1. Non-entity revenue resulting from interest charges is considered exchange and should be recorded in account number 531000 (Interest Revenue-Other).

2. Non-entity revenues resulting from penalty/fine charges are considered non-exchange and should be recorded in account number 532000 (Penalties and Fines).

3. Non-entity revenues resulting from administrative fee charges or collections are treated as exchange revenue and should be recorded in account number 532500 (Administrative Fees Revenue).

D. When a debt is paid in partial or installment payments, amounts received must be applied first to contingency fees, second to outstanding penalties, third to administrative charges, fourth to interest, and last to principal. Debts paid by installment must accrue interest on the unpaid balance. Documentation supporting the payment allocation must be retained.

A104 DISPOSITION OF CHARGES

A10401. Interest Deposits

Interest charges collected must be deposited directly into Treasury receipt account 3210, “General Fund Proprietary Receipts, Defense Military, Not Otherwise Classified.”
A10402. Penalty Charges

Penalty charges must be deposited directly into Treasury receipt account 3210, “General Fund Proprietary Receipts, Defense Military, Not Otherwise Classified,” or account 1099, “Miscellaneous Fines, Penalties, and Forfeitures,” (covers all other fines, penalties, and forfeitures, other than those arising out of contracting or similar business transactions). Refer to FAST Book I and FAST Book II for further guidance and expanded description.

A10403. Administrative Charges

Administrative charges required to pay for contractor collection fees or claims collection litigation reports must be paid directly to the General Services Administration-designated contractor. Any excess amounts must be deposited monthly to Treasury receipt account 3210, “General Fund Proprietary Receipts, Defense Military, Not Otherwise Classified.” All administrative charges collected (to include charges collected through the DoD Working Capital Fund) to recover DoD costs of processing and handling the delinquent debt must be deposited directly into Treasury receipt account 3210, “General Fund Proprietary Receipts, Defense Military, Not Otherwise Classified.”

A105 WAIVER OF ACCRUAL OF IPA CHARGES

The head of a DoD Component, or designee, may promulgate regulations identifying circumstances appropriate to waive collection of IPA charges in conformity with the Federal Claims Collection Standards. If a DoD Component publishes regulatory guidance, then the following general guidelines must be adhered to:

A10501. Interest Accrual Waiver

The accrual of IPA charges may be waived when a delinquent receivable is terminated, compromised, or when the additional charges would cause extreme hardship or would not be in the best interest of the government.

A10502. Waiver Decisions

Decisions to waive the accrual of IPA charges must be considered on a case-by-case basis (no blanket waivers will be granted). Decisions on such waivers must be documented, including an explanation as to the reasons for the waiver, and retained as a part of the official debt file.

A10503. Waiver Approval

Waiver of the accrual of IPA charges must be approved at the same organizational level or by the same designee authorized to approve requests for waiver or remission of indebtedness.
A10504.  Accrued Interest

Accrued IPA charges must be collected, reported, compromised, or written-off in the same manner as the basic receivable.

A106  WRITE-OFF OF ACCRUED IPA

Accrued IPA charges must be collected, reported, compromised, or written-off in accordance with *OMB Circular A-129*.

A107  AUDIT READINESS/INTERNAL

Each DoD component and activity is required to develop and implement internal operational procedures and/or guidance to implement the overarching policy contained in this annex to ensure accurate, timely, and relevant reporting of financial data. All organizations involved in the collection and management of IPA will establish and maintain internal controls to ensure IPA charges owed to DoD are aggressively managed and collected in accordance with this chapter and other applicable regulatory and statutory requirements.
VOLUME 4, CHAPTER 3, ANNEX 2: “EXTENT OF COLLECTION EFFORTS DETERMINATION FOR DOMESTIC DEBTS BASED ON BREAK-EVEN ANALYSIS”

SUMMARY OF MAJOR CHANGES

All changes are 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 August 2014 is archived.

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<td>A201</td>
<td>Updated format to align with the Department of Defense Financial Management Regulation Revision Standard Operating Procedure dated June 2015.</td>
<td>Revision</td>
</tr>
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<td>A203</td>
<td>Added requirement to consider all fees in the break-even analysis.</td>
<td>Revision</td>
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EXTENT OF COLLECTION EFFORTS DETERMINATION FOR DOMESTIC DEBTS
BASED ON BREAK-EVEN ANALYSIS

*A201 GENERAL

A20101. Overview

Except for debts from foreign countries, accounting and collection procedures must be designed to provide information to assist in determining realistic points of diminishing returns beyond which collection efforts are not justified, and the minimum amount of a debt when no collection action at all should be undertaken. Procedures must be designed to capture the total cost of the debt collection process (both direct and indirect costs) by dollar range of debt and the total number of cases processed. Until actual cost data are accumulated, cost analysis techniques must be developed and used to determine the unit cost of processing first debt notices, follow-up actions, and requests for waiver or remission. When estimated costs are used, the estimates must be updated periodically or when circumstances and conditions change significantly. The methodology utilized to estimate costs must be standardized, documented, and retained.

A20102. Purpose

The annex presents break-even methodology which is one methodology that could be used to determine the extent of collection efforts undertaken for debt collection.

A20203. Authoritative Guidance

This annex is not based on statutory or other authority, but presents a technique used in the financial community to determine the point where further collection efforts are not justified.

A202 BREAK-EVEN ANALYSIS

A break-even analysis is one method of determining realistic points at which further collection efforts are not justified. A break-even analysis format and instructions are provided in Table A2-1.

A203 COMPARISION REQUIREMENTS

As needed, the Debt and Claims Management Office and Debt Management Office must make at least an annual comparison of costs incurred against amounts collected in its debt collection process to assist in the establishment of reasonable points at which the cost of further collection efforts are likely to exceed recovery. This cost comparison, however, represents but one appraisal element to be considered in the analysis of when and where to terminate collection efforts. Other reviews concerning the type of debt, size, age, and statistical analysis also must be performed before a final point of termination of collection action is determined.
A204 DEFINITIONS

The following definitions should be considered when making cost comparisons, reviews, and analysis:

A20401. The Debt Collection Process

The debt collection process includes: (1) the preparation of the first debt notice; (2) all follow-up actions, such as answering rebuttals, processing requests for waiver or remission, holding hearings, negotiating compromises, handling installment contract and suspense, processing collections, and making referrals to credit reporting and collection agencies; and (3) the completion of the case, including maintaining the case file information until the appropriate statute of limitations expires.

A20402. Direct Cost

A direct cost includes any cost that can be identified specifically with handling cases or accounts during the debt collection process. These costs normally consist of personnel costs, computer equipment costs, supplies, postage, contract services, and administrative fees charged by the Department of Treasury.

A20403. Indirect Cost

An indirect cost includes any cost that is identified with the debt collection process, but which benefits that process and at least one other activity. These costs must be accumulated only when they are expected to exceed 20 percent of the direct costs.

A20404. Cases Processed

Cases processed are the number of cases completed or closed during the year, either by collection or write-off. Collection includes compromises and offsets from other Federal Government payments.
Table A2-1. Break-Even Analysis

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<th>Dollar Range</th>
<th>(2) Number of Cases Processed</th>
<th>(3) Original Dollar Amount</th>
<th>(4) Historical Cost to Collect</th>
<th>(5) Total Dollars Collected</th>
<th>(6) Dollar Difference</th>
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<td>0-25</td>
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<td>26-50</td>
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<td>76-100</td>
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<td>101-125</td>
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<td>126-575</td>
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<td>576-600</td>
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<td>SUBTOTAL</td>
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<td>OVER 600</td>
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<td></td>
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<tr>
<td>GRAND TOTAL</td>
<td></td>
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</table>

Column (1) - Dollar range should be meaningful to the debt collection process. Subtotal can be placed anywhere within dollar range to relate to a particular debt collection need.

Column (2) - Total number of cases processed within this particular dollar range.

Column (3) - Original dollar amount of debts for this particular range.

Column (4) - Historical cost for this particular range or subtotal times number of cases in column (2).

Column (5) - Accumulate collections per range or subtotal.

Column (6) - Column (5) minus column (4). Break-even point is where the collections (5) are equal to the cost to collect (4).

Grand total of collections (column (5)) divided by grand total of original dollar amount (column (3)) = percent collection range for period.
VOLUME 4, CHAPTER 4: “INVENTORY AND RELATED PROPERTY”

SUMMARY OF MAJOR CHANGES

All changes are 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 2009 is archived.

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<td>Policy Memo</td>
<td>The Deputy Chief Financial Officer (DCFO) policy memorandum “Inventory and Related Property Policy Requirements,” dated November 13, 2015, was incorporated into the chapter and cancelled.</td>
<td>Cancellation</td>
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<tr>
<td>Policy Memo</td>
<td>The DCFO policy memorandum “Accounting Policy Update for Expense Recognition of Operating Materials and Supplies,” dated September 4, 2015, was incorporated into the chapter and cancelled.</td>
<td>Cancellation</td>
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<td>Policy Memo</td>
<td>The DCFO policy memorandum, “Alternative Valuation Methodologies for Establishing Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials,” dated August 28, 2015, was incorporated into the chapter and cancelled.</td>
<td>Cancellation</td>
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<td>Policy Memo</td>
<td>The DCFO policy memorandum “Accounting Treatment of Long Range Ballistic Missiles,” dated September 12, 2016, was incorporated into the chapter and cancelled.</td>
<td>Cancellation</td>
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<td>Policy Memo</td>
<td>The DCFO policy memorandum “Accounting Policy Update for Inventory and Related Property” dated March 1, 2013, was cancelled and was not incorporated into the chapter because it has been superseded by the revised policy in the chapter.</td>
<td>Cancellation</td>
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<td>040101</td>
<td>Added a paragraph relating to the applicability of this chapter to the General Fund, the Working Capital Fund (WCF), and the National Stockpile Fund.</td>
<td>Addition</td>
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<td>040102</td>
<td>Added an “Authoritative Guidance” paragraph.</td>
<td>Addition</td>
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<td>0402</td>
<td>Updated the definition section to include additional language/definitions.</td>
<td>Revision</td>
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<tr>
<td>040302</td>
<td>Added guidance for determining when the use of the purchases method recognition is appropriate for Operating Materials and Supply (OM&amp;S).</td>
<td>Addition</td>
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<tr>
<td>040303.C</td>
<td>Revised guidance to require Department of Defense (DoD) Components with excess, obsolete, and unserviceable (EOU) inventory and OM&amp;S to adjust the recorded value of EOU to its expected Net Realizable Value (NRV).</td>
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<tr>
<td>040304.A</td>
<td>Added additional General Ledger Accounts descriptions related to OM&amp;S.</td>
<td>Addition</td>
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<td>040305</td>
<td>Added guidance for minor items not meeting the definition of OM&amp;S.</td>
<td>Addition</td>
</tr>
<tr>
<td>040306</td>
<td>Added guidance on accounting treatment for long-range ballistic missiles.</td>
<td>Addition</td>
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<tr>
<td>040403</td>
<td>Updated guidance for valuation of inventory.</td>
<td>Revision</td>
</tr>
<tr>
<td>040404.A</td>
<td>Revised guidance on the use of subaccounts, which must aggregate to one United States Standard General Ledger (USSGL) account in the DoD Standard Chart of Accounts.</td>
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<tr>
<td>040502.D</td>
<td>Added guidance for new or modified model of military clothing items and individual equipment.</td>
<td>Addition</td>
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<tr>
<td>040502.H</td>
<td>Added the policy for funding initial spares for newly fielded weapon systems.</td>
<td>Addition</td>
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<tr>
<td>040508.B</td>
<td>Added policy regarding supporting documentation and reconciliation regarding Depot Level Reparables.</td>
<td>Addition</td>
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<tr>
<td>040510</td>
<td>Added additional guidance for excess items disposition.</td>
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<td>040701</td>
<td>Added requirement to record work-in-process for progress billings.</td>
<td>Addition</td>
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<tr>
<td>040702.B.3</td>
<td>Added the policy that progress billings from a supply management activity for manufacture of inventory must be recorded as inventory work-in-process.</td>
<td>Addition</td>
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<tr>
<td>040702.C.1</td>
<td>Deleted the policy that costs recorded in work-in-process accounts must be transferred to operating expenses/cost of goods sold upon completion or termination of a customer order. Established the policy that work-in-process costs of completed customer orders must be transferred to inventory-finished goods, and that work-in-process costs of terminated customer orders be transferred to operating expenses/program costs.</td>
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<td>040702.C.2</td>
<td>Deleted the policy that “all losses should be recognized no later than 120 days after the customer order was completed or the end of the fiscal year in which the order was completed, whichever is sooner, unless an existing funded customer order supports these costs.” This subparagraph is revised to require that upon completion of a customer order, no costs associated with that customer order must remain in the work-in-process account.</td>
<td>Revision</td>
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<tr>
<td>040702.C.3</td>
<td>Added the policy that probable losses on customer orders must be recognized proportionately over the life of the contract.</td>
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<td>040702.C.5</td>
<td>Added criteria for transfer of inventory work-in-process to inventory held for sale.</td>
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<td>040703</td>
<td>Revised the requirement of WCF activities to capture costs at a more detailed level than the USSGL.</td>
<td>Revision</td>
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<td>0408 (Previous Version)</td>
<td>Deleted the section related to the Defense Reutilization and Marketing Service's instructions and format for estimating the NRV of EOU. The Defense Logistic Agency (DLA) policies for estimating NRV are applicable only to DLA.</td>
<td>Deletion</td>
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<tr>
<td>Annex A1</td>
<td>Added an example template for cost benefit analysis for supporting the use of the purchases method of recognition for certain OM&amp;S items.</td>
<td>Addition</td>
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<td>Annex A2</td>
<td>Established a Generally Accepted Accounting Principles compliant method for establishing opening balances of inventory, OM&amp;S, and stockpile materials.</td>
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CHAPTER 4

INVENTORY AND RELATED PROPERTY

0401 GENERAL

*040101. Purpose

A. This chapter prescribes the accounting policy and related requirements necessary to establish financial control over Department of Defense (DoD) inventory, operating materials and supplies (OM&S) and stockpile materials. The DoD Standard Chart of Accounts, which is located on the Deputy Chief Management Officer Standard Financial Information Structure (SFIS) website, provides detailed account descriptions of each of the general ledger accounts referenced in this chapter. The DoD Standard Chart of Accounts was developed from the United States Standard General Ledger (USSGL) published by the Department of Treasury. Posting guidance outlined in the DoD USSGL Transaction Library is also located on the SFIS website. For detailed requirements on financial statement disclosure for Inventory and Related Property (I&RP), refer to Volume 6B, Chapter 10.

B. With the exception of provisions related to the National Stockpile Fund (NSF), all of the provisions in this chapter apply to the Working Capital Fund (WCF). Some provisions in this chapter apply to the General Fund (GF) as illustrated in Table 4-1 or as otherwise separately referenced within the chapter.

Table 4-1. Applicability of Chapter Sections/Annexes

<table>
<thead>
<tr>
<th>Section/Annex</th>
<th>Title</th>
<th>GF</th>
<th>WCF</th>
<th>National Stockpile Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>0401</td>
<td>General</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>0402</td>
<td>Definitions</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>0403</td>
<td>OM&amp;S</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>0404</td>
<td>Inventory</td>
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<td></td>
</tr>
<tr>
<td>0405</td>
<td>Supply Management Operations</td>
<td></td>
<td></td>
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</tr>
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<td>0406</td>
<td>War Reserve Material (WRM)</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>0407</td>
<td>Work-In-Process</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>0408</td>
<td>Stockpile Materials</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annex 1</td>
<td>Cost Benefit Template Example</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

X = Section is Applicable
*040102. Authoritative Guidance

The references to GF, WCF or NSF applicability in the list of authoritative guidance is specific to this chapter only. The accounting policy and related requirements prescribed by this chapter are in accordance with the applicable provisions of:


B. FASAB Statement of Federal Financial Accounting Standards *(SFFAS) 3*, “Accounting for Inventory and Related Property,” – Applicable for GF, WCF, and NSF.

C. FASAB *SFFAS 7*, “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting,” – Applicable for GF, WCF, and NSF.

D. FASAB *SFFAS 21*, “Reporting Correction of Errors and Changes in Accounting Principles, Amendment of SFFAS 7, Accounting for Revenue and Other Financing Sources,” – Applicable for GF, WCF, and NSF.

E. FASAB *SFFAS 48*, “Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials,” – Applicable for GF, WCF, and NSF.

F. FASAB Interpretation of Federal Financial Accounting Standards *(Interpretation) 7*, “Items Held for Remanufacture,” – Applicable for WCF only.

G. Title 10, United States Code (U.S.C), *section 127*, “Emergency and extraordinary expenses,” – Applicable for both GF and WCF.


M. *10 U.S.C. § 2556*, “Shelter for homeless; incidental services,” – Applicable for WCF only.


T. Federal Account Symbols and Titles (FAST) Book – Applicable for GF, WCF, and NSF.

U. Federal Acquisition Regulation (FAR) Part 45 “Government Property” – Applicable for GF, WCF, and NSF.

V. Defense Logistics Manual (DLM) **4000.25**, Chapter 16, “Disposition Services” – Applicable for WCF only.


X. **DoDM 4140.01, Volume 6**, “DoD Supply Chain Materiel Management Procedures: Materiel Returns, Retention, and Disposition,” – Applicable for both GF and WCF.

Y. **DoDM 4140.26, Volume 6**, “DoD Integrated Material Management for Consumable Items: Supply Support Requests (SSRs),” – Applicable for both GF and WCF.

Z. DoD Directive (DoDD) **3025.18**, “Defense Support of Civil Authorities (DSCA),” – Applicable for WCF only.

AA. **DoDD 5100.46**, “Foreign Disaster Relief (FDR),” – Applicable for WCF only.

AB. **DoDD 5105.65**, “Defense Security Cooperation Agency (DSCA),” – Applicable for both GF and WCF.

AC. DoD Instruction (DoDI) **1338.18**, “Armed Forces Clothing Monetary Allowance Procedures,” – Applicable for WCF only.
AD. **DoDI 3025.21**, “Defense Support of Civilian Law Enforcement Agencies,” – Applicable for WCF only.


AF. **DoDI 4140.63**, “Management of DoD Clothing and Textiles (Class II),” – Applicable for WCF only.

AG. Defense Logistics Manual *(DLM)* 4000.25-2, “Military Standard Transaction Reporting and Accountability Procedures (MILSTRAP).” – Applicable for both GF and WCF.

*0402 DEFINITIONS - (Applicable to GF, WCF and NSF)*

040201. **Abnormal Costs**

Abnormal costs include any costs that are in excess of the cost to purchase and place in service a new item with similar features and useful life (e.g. excessive handling, expedited delivery and rework costs). Abnormal costs should be charged to operations in the period incurred. Abnormal costs, as mentioned in this chapter, should not be confused with expenses with an abnormal balance (that is, a credit value).

040202. **Acquisition Cost**

Acquisition cost is the amount, net of both trade and cash discounts, paid for the property, plus transportation costs and other ancillary costs to bring the items to their current condition and location.

040203. **Approved Acquisition Objective**

A logistics term, the Approved Acquisition Objective (AAO) level is the quantity of an item authorized for peacetime and wartime requirements to equip and sustain U.S. and allied forces according to current DoD policies and plans.

040204. **Construction in Progress**

Construction in Progress is the amount of direct labor, direct material, and overhead incurred in the construction of General Property, Plant, and Equipment (PP&E) for which the acquiring DoD agency will be accountable for financial reporting purposes. Upon completion, these costs will be transferred to the proper capital asset account as the acquisition cost of the item. Construction in Progress is not to be used for information technology software. The Internal Use Software in Development account is used for information technology software.
040205. Consumable Items

A logistics term, a consumable item is an item of supply or an individual item that is normally expended or used up beyond recovery in the use for which it is designed or intended.

040206. Consumption Method of Accounting

The consumption method of accounting requires that OM&S be recognized and reported as assets when they are produced or purchased. The cost of goods must be removed from the applicable OM&S asset account and reported as an operating expense in the period in which the items are issued to an end user for consumption in normal operations.

040207. Contingency Retention Stock

A logistics term, Contingency Retention Stock is stock above the AAO and Economic Retention Stock (ERS) levels that is held to support specific contingencies. The materiel manager must be able to provide documented rationale to warrant contingency retention.

040208. ERS

A logistics term, ERS is the level of stock above the AAO level that it is more economical to retain than to dispose and then potentially repurchase if subsequently needed.

040209. End User

An end user is any component of a reporting entity that obtains goods for direct use in that component’s normal operations. Any component of a reporting entity, including contractors, that maintain or stock OM&S for future issuance should not be considered an end user with respect to that OM&S.

040210. Excess Inventory

Excess inventory (serviceable and unserviceable) is the amount of inventory above the sum of the AAO and inventory retained for economic and/or contingency purposes. See DoDM 4140.01, Volume 6, which calls this potential reutilization stock.

040211. FASAB

FASAB is the Board that promulgates the accounting standards for use in the Federal Government. The Office of Management and Budget (OMB), the Department of the Treasury, and the Government Accountability Office (GAO) sponsor FASAB.
040212. Government Furnished Material

A sub-category of Government Furnished Material (GFM) consists of inventory or OM&S that is physically transferred to the possession or custody of a contractor as Government property. GFM may be consumed or expended during the performance of a contract.

040213. Historical Cost

Historical cost includes all appropriate purchase, transportation, and production costs incurred to bring items to their current condition and location. Historical cost excludes abnormal costs, which should be expensed in the period incurred rather than capitalized as inventory. See the definition of Abnormal Costs.

040214. Inventory

Inventory is defined as tangible personal property that is held for sale, in the process of production for sale, or to be consumed in the production of goods for sale or in the provisions of services for a fee.

040215. Inventory in Transit

Inventory in Transit is material in transit from commercial and Government suppliers to the financial reporting entity; material that has not been received and accepted at the final designated destination but for which title has passed; or material in transit between storage locations. (Note: Inventory in transit does not include material temporarily in use or on loan with contractors or schools.)

040216. Latest Acquisition Cost

Latest Acquisition Cost (LAC) is the last invoice price paid. Valuing inventory at LAC requires multiplying the last invoice price paid by the quantity of all like units held, including those units acquired through donation or nonmonetary exchange. When LAC valuation is used, the inventory is revalued periodically and an allowance account is established for the unrealized holding gains and losses associated with ending inventory. (Note: for the remanufactured items, the LAC value of an item will be the cost of a fully functional item with an allowance account equal to the estimated costs necessary to repair the item.) For financial accounting purposes, this method is only approved for use by the Defense Commissary Agency (DeCA) in valuing its inventory of grocery and household products.

040217. Moving Average Cost

The Moving Average Cost (MAC) is a cost flow assumption methodology used to value inventory. Under MAC, the inventory value is recalculated each time costs are incurred for a purchase, or a reparable item is repaired/remanufactured and placed back in inventory. The MAC calculation requires dividing the cost of total units available at the time (inventory plus current purchases placed into inventory or remanufacturing costs incurred for items in inventory by the
quantity of units available in inventory at that time. As illustrated in Table 4-2, increases in quantity typically CHANGE the MAC value while decreases in quantity typically USE the MAC value. MAC is the standard cost flow assumption used for DoD inventory and OM&S, with the exception of DeCA grocery and household products inventories (which are valued using LAC) and serially-managed items (which may be costed using the specific identification method).

Table 4-2. Calculating MAC

<table>
<thead>
<tr>
<th>Event</th>
<th>Quantity</th>
<th>Transaction Value</th>
<th>Quantity</th>
<th>Ending Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beginning Balance</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MAC=$10,000/10=$1,000</td>
<td>10</td>
<td></td>
<td></td>
<td>$10,000</td>
</tr>
<tr>
<td>Sale of 2 units @</td>
<td>(2)</td>
<td>($2,000)</td>
<td>8</td>
<td>$8,000</td>
</tr>
<tr>
<td>MAC =$1,000 per unit</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Purchase of 4 units at $1,600</td>
<td>4</td>
<td>$6,400</td>
<td>12</td>
<td>$14,400</td>
</tr>
<tr>
<td>MAC=$14,400/12=$1,200 per unit</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sale of 1 unit</td>
<td>(1)</td>
<td>($1,200)</td>
<td>11</td>
<td>$13,200</td>
</tr>
<tr>
<td>MAC=$1,200 per unit</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Repair of 4 units at $1,675</td>
<td>4</td>
<td>$6,000*</td>
<td>15</td>
<td>$19,200</td>
</tr>
<tr>
<td>*The repaired units would be brought into the MAC calculation at the lesser of their repaired value or the current purchase price for a new unit of inventory. If the repaired value is in excess of the current purchase price, the difference would be expensed. For example, assume that the current purchase price for the inventory item is $1,500 and the repaired value is $1,675. Since the current purchase price is less than the repaired value the difference of $175 per unit must be expensed and the $1,500 current purchase price will be used to value the repaired inventory items. The total to be expensed in this example is 4 * $175 = $700 and the amount to be brought into the MAC calculation would be 4 * $1,500 = $6,000.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sale of 1 unit at MAC $1,280</td>
<td>(1)</td>
<td>($1,280)</td>
<td>14</td>
<td>$17,920</td>
</tr>
</tbody>
</table>

($19,200/15 units = $1,280 per unit)
040218. NRV

The FASAB defines NRV as the estimated amount that can be recovered from selling or disposing of an item less the estimated costs of completion, holding and disposal.

040219. Normal Operations

Normal operations are operations of a major program or activity without significant changes that would inhibit meeting objectives.

040220. Obsolete Inventory and OM&S

Obsolete Inventory and OM&S is material that is no longer needed due to changes in technology, laws, customs, or operations.

040221. OM&S

OM&S consist of tangible personal property to be consumed in normal operations. Items excluded are: (a) goods that have been acquired for use in constructing real property or in assembling equipment to be used by the entity, (b) stockpile materials, and (c) inventory. (Note: the DoD does not possess/retain goods held under price stabilization programs, foreclosed property, or seized and forfeited property, which are listed as additional exclusions in SFFAS 3.) Additionally, items meeting the definition of PP&E should be excluded from OM&S. The following items should be classified and recognized as equipment and not OM&S:

A. Not intended for sale;
B. Not held in anticipation of physical consumption;
C. Durable and have a useful life of two years or more;
D. Expected to be returned or transferred after use with the intent of reuse for their useful life; and
E. Functionally complete and ready to use for their intended purpose.

040222. OM&S in Development

OM&S in Development are costs incurred in developing the OM&S or the value of tangible personal property that will be consumed in normal operations upon completion of development.

040223. OM&S in Transit

OM&S in transit includes material in transit from commercial and Government suppliers; material that has not been accepted in the receiving process at the final designated destination but
4-15

for which title has passed; material being moved between storage locations; or material temporarily in use or on loan with contractors or schools.

040224. Purchases Method of Accounting

The purchases method of accounting is an accounting method whereby OM&S are expensed when purchased. The purchases method may be applied to OM&S if:

A. OM&S are not significant amounts,

B. They are in the hands of the end user for normal operations, or

C. It is not cost beneficial to apply the consumption method of accounting.

040225. Reparables

A logistics term, reparables are inventory items that can be repaired economically and for which repair of the item (at either field or depot level) is considered in meeting computed inventory requirements. The Department authorizes supply management activities to finance repairable items, including their transportation, acquisition, overhaul, progressive maintenance, renovation, rework, repair, manufacture, reclamation, alteration, and/or software support. Reparables in an unserviceable condition, such as items returned from operating units or furnished to the contractor for repair, modification, or overhaul, are often referred to as “carcasses.”

040226. Significant Amount

Significant amounts are those that do not rise to the level of being material but are important enough to merit attention by those responsible for oversight of the Component’s financial reporting. Materiality is defined in the GAO Financial Audit Manual (FAM) as “the magnitude of an item’s omission or misstatement in a financial statement that, in the light of surrounding circumstances, makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the inclusion or correction of the item.”

040227. Standard Price

The standard price is the price customers are charged which reflect DoD’s stabilized price policy requiring item pricing that remains constant throughout a fiscal year for Inventory Control Point managed items. Exceptions to the requirement to maintain standard pricing throughout the fiscal year are outlined in Volume 11B, Chapter 15. The standard price is calculated based on factors that include the replenishment cost of the item plus surcharges to recover costs for transportation; inventory loss, obsolescence and maintenance; depreciation; and supply operations. See Volume 2B, Chapter 9 for additional guidance on pricing.
040228. Stockpile Materials

Stockpile materials are strategic and critical materials held due to statutory requirements for use in national defense, conservation or national emergencies. They are not held for sale in the ordinary course of business. Items specifically excluded from stockpile materials are items that are:

A. Held by an agency for sale or use in normal operations, and

B. Held for use in the event of an agency’s operating emergency or contingency.

040229. Supply Condition Code

A supply condition code is an alphabetic code designation used to classify material in terms of readiness for issue and use, or to identify action underway to change the status of material.

040230. Unserviceable Inventory

Unserviceable inventory is damaged inventory that is more economical to dispose of than to repair.

040231. WRM

WRM items are those materials that, in addition to peacetime assets normally available on any given date, are necessary to equip and support the increase in military requirements forecasts contingent on an outbreak of war. War reserves sustain operations until resupply can be affected.

040232. Work-In-Process

Work-in-process is the term used to describe products that are being manufactured or fabricated but are not yet complete. The book value of work-in-process consists of the costs of direct materials, direct labor, direct purchased services, and indirect costs, including general and administrative (G&A) costs, used in producing or repairing an end item (customized equipment or personal property), whether fabricated by the DoD or by a non-DoD organization under contract. G&A costs pertain to the costs of operations such as rent, utilities, and managerial salaries, in contrast to costs that are directly related to the production of goods and services. Work-in-process accounts segregate these costs from current accounting period expenses, thus supporting accurate financial reporting in compliance with generally accepted accounting principles.

0403 OM&S - (Applicable to GF and WCF)

040301. Recognition of OM&S

A. The consumption method of accounting for the recognition of expenses must be applied for OM&S unless the conditions set forth in subparagraph 040301.B apply. Under the consumption method, OM&S must be recognized and reported as assets when produced or
purchased. When they are issued to an end user for consumption in normal operations, the cost of
the goods must be removed from the applicable OM&S asset account and reported as an operating
expense (see subparagraph 040302.C for further explanation of an end user). “Purchased” is
defined as when title passes to the purchasing entity. If the contract between the buyer and the
seller is silent regarding passage of title, title is assumed to pass upon delivery of the goods.
Delivery or constructive delivery must be based on the terms of the contract regarding shipping
and/or delivery.)

B. Under the purchases method of accounting, OM&S will be expensed (and
not recorded as an asset) when purchased. The purchases method may be applied to OM&S if:

1. OM&S are not significant amounts,
2. The OM&S is in the hands of the end user for use in normal
   operations, or
3. It is not cost-beneficial to apply the consumption method of
   accounting.

*040302. Determining Eligibility for Purchases Method Recognition

A. Purchases Method Evaluation. This paragraph provides guidance for
evaluating the three criteria as identified in subparagraphs 040302.B through 040302.D that allow
for the use of the purchases method of accounting or for determining the point in the supply chain
at which OM&S should be removed from the applicable OM&S asset account and reported as an
operating expense. While each criteria will be explained individually, the general rules applicable
to all three criteria are:

1. This guidance does not replace or omit logistics, supply chain, or
   asset management requirements that already exist.

2. The OM&S under consideration must be viewed in aggregate for
each DoD Component’s stand-alone financial statements. Although the value of an individual
   local or National Item Identification Number may not be significant when assessed individually,
   the aggregate value could be significant.

3. Analyses and conclusions performed by DoD Components to
   support a particular accounting position must be documented, and that documentation should be
   retained in such a manner as to be easily available to an auditor. Such analyses must be updated
   and kept current from one fiscal year to the next.

B. Criteria 1: Determination of Significant Amount. Significant amounts are
those that do not rise to the level of being material but are important enough to merit attention by
those responsible for oversight of the entity’s financial reporting. Materiality is defined in the
GAO FAM as “the magnitude of an item’s omission or misstatement in a financial statement that,
in the light of surrounding circumstances, makes it probable that the judgment of a reasonable
person relying on the information would have been changed or influenced by the inclusion or correction of the item.” Each DoD reporting entity that is considering the use of the purchases method because the amounts are not significant must perform the provided test steps 1 to 5 at their entity’s consolidated statement level (e.g., the U.S. Department of the Navy would perform the test steps based on the Navy Financial Statements rather than on an individual Navy Command level). Note that the DoD Component must perform these steps in the sequence in which they are listed. For purposes of calculating the amounts in the test, the DoD Component must use the most recent fiscal year annual amounts from their general ledger and corresponding annual financial statements. If the DoD Component does not have access to the financial information necessary to perform the tests, it has no basis to support that the OM&S amounts are not significant, and thus can not use the purchases method to record OM&S amounts.

1. **Test Step 1.** Determine the aggregate value of the OM&S categories for which the purchases method is being considered. A combination of general ledger balances, acquisition data, and expense data may be used to determine the aggregate value of the OM&S under consideration.

2. **Test Step 2.** Compare the aggregate value of the OM&S under consideration to 1 percent of the Component’s Gross Cost.
   a. Multiply the “Gross Cost” amount from the Component’s Statement of Net Cost by 1 percent.
   b. If the aggregate value of the OM&S being considered is greater than or equal to 1 percent of Gross Cost, the amount is significant and the significant amount exception cannot be used to justify the use of the purchases method for the OM&S under consideration.
   c. If the aggregate value of the OM&S is less than 1 percent of Gross Cost, proceed to Test Step 3.

3. **Test Step 3.** Compare the aggregate value of the OM&S under consideration to 1 percent of Total Assets.
   a. Multiply the “Total Assets” amount from the Component’s Balance Sheet by 1 percent.
   b. If the aggregate value of the OM&S being considered is greater than or equal to 1 percent of Total Assets, the amount is significant; the significant amount exception cannot be used to justify the use of the purchases method for the set of OM&S being considered.
   c. If the aggregate value of the OM&S is less than 1 percent of Total Assets proceed to Test Step 4.
4. **Test Step 4.** Compare the aggregate value of the OM&S under consideration to 3 percent of the lesser of the financial statement line I&RP (Balance Sheet) or Operations, Readiness, and Support (OR&S) (Statement of Net Cost).

   a. Select a base for performing Test Step 4. The base is the lesser of the I&RP amount from the Balance Sheet or the OR&S amount from the Statement of Net Cost.

   b. Multiply the selected base by 3 percent.

   c. If the aggregate value of the OM&S under consideration is greater than or equal to 3 percent of the selected base, the amount is significant and the significant amount exception cannot be used to justify the use of the purchases method for the OM&S being considered.

   d. If the aggregate value of the OM&S is less than 3 percent of the selected base, the amount is not significant and the significant amount exception can be used to justify the usage of the purchases method of expense recognition for the OM&S under consideration.

5. **Re-Performance.** Components using the purchases method for a subset of OM&S under the significant amount exception (i.e., item classes that have cumulatively passed each of the provided tests) must re-perform and document the significant amount tests at least annually.

C. **Criteria 2: OM&S in the Hands of the End User for Use in Normal Operations.**

1. Under the purchases method of accounting, OM&S will be expensed (and not recorded as an asset) when purchased, if the OM&S are purchased and delivered directly to the end user for use in normal operations. SFFAS 3, paragraph 41, defines an end user as “any component of a reporting entity that obtains goods for direct use in the component’s normal operations. Any component of a reporting entity, including contractors, that maintains or stocks OM&S for future issuance shall not be considered an end user.” For the purposes of identifying end users, DoD Components should map their supply point structures to those described in DoDM 4140.01, Volume 2, which are:

   a. **Wholesale.** These supply points are the highest level of organized DoD supply and conduct typical wholesale operations such as bulk receipt, repairs, and storage of OM&S. Wholesale locations maintain stocks to resupply retail supply points and to issue to the field. Depots, contractor-controlled depots, warehouses, and storage facilities are examples of wholesale sites. Wholesale locations are not considered end users, except for OM&S that is held and managed for consumption within the wholesale activity itself.

   b. **Retail.** These supply points stock inventory below the wholesale level, either at the consumer level (directly supporting customers) or at the intermediate
level (supporting a geographical area). Retail locations are not considered end users, except for OM&S that is held and managed for consumption within the retail activity itself.

c. **Field.** These locations are receiving organizations that are authorized to use supply items and only requisition quantities sufficient to satisfy their own immediate requirements. Receiving organizations do not reissue OM&S to other organizations; they use or consume OM&S within their normal operations. Examples of field supply points include but are not limited to ships (e.g. shipboard storage), submarines, aircraft wings, field units, and missile wings. OM&S at a field supply point can be considered to be in the hands of the end user. (Note: this does not include prepositioned stock, which can be stored in remote and field locations but is held for future issue).

2. In general, material furnished to contractors is not considered in the hands of an end user. If the material is stored in anticipation of being incorporated into an end item, it no longer meets the definition of OM&S and should be accounted for as construction-in-progress, work-in-process, or OM&S in development. If the material is held for further issuance, the contractor location is equivalent to a wholesale or retail location and cannot be considered an end user. Government furnished material as described in this subparagraph is different from Government furnished equipment which is a category of general equipment.

3. **Title 41, section 101-8.705 of the Code of Federal Regulations** defines a normal operation as the “operation of a program or activity without significant changes that would inhibit meeting objectives.” OM&S used in normal operations are goods necessary for DoD Components to meet their objectives. Examples of evidence that OM&S is used in normal operations can be, but are not limited to, recurring requirements, high inventory turnover rates, or significant purchases activity.

4. Other indications that OM&S is in the hands of the end user for use in normal operations include:

   a. The user only requisitions quantities sufficient to satisfy its own immediate requirements (includes regular supply levels plus emergency/safety stock);

   b. The user does not requisition large quantities of OM&S to issue to other organizations outside of its own;

   c. The user is not a forwarding agent – the OM&S is requisitioned for the intent of use, not to resupply other supply points;

   d. The user has the right to consume the OM&S; or

   e. The user is permitted to carry only certain levels of OM&S.

D. **Criteria 3: Not Cost Beneficial to Apply the Consumption Method of Accounting.** Under the purchases method of accounting, OM&S is expensed (and not recorded as an asset) when purchased, if it is not cost-beneficial to apply the consumption method of
accounting. This is referred to as the cost benefit exception. Each DoD Component considering using the cost benefit exception should conduct an analysis comparing estimated costs and benefits for applying the consumption method. If the cost exceeds benefits, the purchases method may be used. The cost benefit analysis should be unbiased, fully documented (i.e. supporting documents for cost estimates), reviewed, and approved by the Component’s management. See Annex 1 for an example of how a cost benefit analysis may be structured. If the cost benefit analysis is used to support the purchases method of accounting, it must be updated and documented at least annually.

040303. Valuation of OM&S

A. OM&S accounted for under the consumption method of accounting must be valued at historical cost using the MAC flow assumption or the specific identification cost flow method (which may only be used for serially managed items). Historical cost must include all appropriate purchase and production costs incurred to bring the items to their current condition and location. Any abnormal costs, such as excessive handling or rework costs must be charged to operations of the period. Donated OM&S must be valued at their fair value at the time of donation.

B. OM&S that are maintained because they are not readily available in the market or because it is likely they will be needed in the future should be classified as OM&S Held in Reserve for Future Use. OM&S held in reserve for future use must be valued using the same basis as OM&S held for use in normal operations. The value of OM&S held for future use should be separately disclosed in the notes to the financial statements.

C. EOU OM&S must be valued at their estimated NRV. DoD Components are responsible for identifying inventory (including inventory held as OM&S) that is EOU. Upon identification of inventory as EOU, the DoD Component must adjust the value of the EOU inventory to its NRV as described in paragraph 040403.B.

D. SFFAS 3 does not address OM&S held for repair. Disclosures in Interpretation 7 “Items Held for Remanufacture” state that valuation methods prescribed for inventory held for repair may be reasonably applied to OM&S.

1. The Department's policy for accounting and reporting for Inventory Held for Repair is to use the allowance method as described in SFFAS 3 Paragraph 32. For purposes of inventory accountability and the type of inventory repairs generally made at the DoD, the Department has determined that use of the allowance method is the appropriate accounting treatment to be used among the alternatives presented in paragraphs 20 through 22, and paragraphs 32 and 33, in SFFAS 3 (and as further addressed in Paragraph 10 of FASAB Interpretation 7).

2. Under the allowance method, OM&S held for repair must be valued at the same value as a useable item, (i.e., at historical cost using the MAC flow assumption or specific identification). An allowance for repairs contra asset account (i.e. repair allowance) must be established. The annual (or other period) credit(s) required to bring the repair allowance to the current estimated cost of repairs must be recognized as current period operating expenses. As the repairs are made, the cost of repairs must be charged (debited) to the allowance for repairs account.
Supporting documentation must be retained for the estimated repair costs used in establishing the allowance. In addition, the Component should reconcile the allowance account to the physical quantities of items held for repair on at least an annual basis.

040304. Accounting for OM&S

*A. General Ledger Accounts.* The general ledger accounts discussed in this chapter must be reported in the financial statements required by the Treasury and for other reporting requirements mandated by Congress and OMB. Transactions/entries recorded to general ledger accounts must have adequate supporting source documentation. Source documents include contracts, invoices, receiving reports, payment vouchers, material return documents, transfer documents, inventory documents, issue and shipping documents, sales records, and documented gains and losses. Detailed posting transactions are outlined in the DoD USSGL Transaction Library. Examples of the USSGL accounts for OM&S are provided in this paragraph. Detailed account descriptions are found in the DoD Standard Chart of Accounts.

1. **OM&S Held for Use (Account 151100).** This account is used to record the value of materials and supplies held for use in normal operations. This account is also used to record the initial acceptance of materials and supplies in transit when title has passed but the items have not been received and accepted. Items in transit between DoD accounting entities must be kept under financial accounting control at all times. Activities may want to create subaccounts within the general ledger systems to record and track items in transit; however, the internal subaccounts must aggregate to one USSGL account in the DoD Standard Chart of Accounts. This account is intended to be used by any DoD Component that maintains OM&S.

2. **OM&S Held in Reserve for Future Use (Account 151200).** This account is used to record the value of stocks of materials and supplies maintained because they are not readily available in the market and there is more than a remote chance that they will eventually be needed, although not necessarily in the normal course of operations.

3. **OM&S – Excess, Obsolete and Unserviceable (Account 151300).** This account is used by DLA Disposition Services and other DoD Components to record the value of OM&S (serviceable or unserviceable) that exceed the amount expected to be used in normal operations and do not meet management’s criteria to be held in reserve for future use. Obsolete OM&S include stocks that are no longer needed due to changes in technology, laws, customs or operations. Unserviceable OM&S are items that are physically damaged and cannot be consumed in operations. DoD Components are responsible for identifying inventory (including inventory held as OM&S) that is EOU. Upon identification of inventory as EOU, the DoD Component must write down the value of EOU inventory to its NRV as described in subparagraph 040403.B.

4. **OM&S Held for Repair (Account 151400).** This account is used to record the value of materials and supplies that are not in usable condition, but can be economically repaired. The objective is to rebuild items as an alternative and rotating source of supply. Once rebuilt, the items will be returned to OM&S Held for Use. Components with immaterial amounts of OM&S held for repair may report these amounts in USSGL account 151100, “OM&S Held for Use.”
5. **O&MS in Development (Account 151600).** This account is used to record costs incurred or the value of tangible personal property, such as operating materials and supplies in development that will be consumed in normal operations upon completion of development. Upon completion, these costs will be transferred to USSGL account 151100, "Operating Materials and Supplies Held for Use," or USSGL account 151200, "Operating Materials and Supplies Held in Reserve for Future Use."

6. **OM&S – Allowance (Account 151900).** This account is used to record the amount of estimated repairs needed for damaged OM&S and the estimated gain or loss on the value of OM&S due to unrealized holding gains and losses.

7. **Other Actual Business Type Collections From Nonfederal Sources (Account 426600).** This account is used to report the amount collected during the fiscal year from nonfederal sources for which a specific USSGL account does not exist. These collections result from business type transactions such as the disposition of demilitarized or scrap EOU sold through a commercial venture resulting in a gain.

8. **Financing Sources Transferred In Without Reimbursement (Account 572000).** This account is used to record the amount of the increase of financing sources of a reporting federal entity that occurs as a result of an asset being transferred in.

9. **Financing Sources Transferred Out Without Reimbursement (Account 573000).** This account is used to record the amount of the decrease of financing sources of a reporting federal entity that occurs as a result of an asset being transferred out. The amount of the asset is recorded at book value as of the transfer date.

10. **Other Expenses Not Requiring Budgetary Resources (Account 679000).** This account is used to record other costs that do not require budgetary resources (such as accounting for the issue of operating materials and supplies when the consumption method is used).

11. **Gains on Disposition of Assets - Other (Account 711000).** This account is used to record the gain on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

12. **Other Gains (Account 719000).** This account is used to record the gain on assets resulting from events other than disposition.

13. **Losses on Disposition of Assets - Other (Account 721000).** This account is used to record the loss on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

14. **Other Losses (Account 729000).** This account is used to record the loss on assets resulting from events other than disposition.
B. Relationship of General Ledger OM&S Accounts to Logistic Supply Condition Codes. OM&S recorded in the financial records should be identifiable to OM&S recorded in logistic records and vice versa.

1. Supply Condition Codes. Supply condition codes classify material in terms of readiness for issue and use or identify action underway to change the status of the material. Supply condition codes currently in use within the DoD are defined in DLM 4000.25-2, “Military Standard Transaction Reporting and Accountability Procedures.”

2. Relationship of Logistic Categories to Accounting Classifications for OM&S. Table 4-3 shows the relationship of logistics supply categories to general ledger OM&S accounts.
Table 4-3. Relationship of Logistic Supply Categories

<table>
<thead>
<tr>
<th>U.S. Standard General Ledger Account</th>
<th>Supply Condition Codes</th>
</tr>
</thead>
<tbody>
<tr>
<td>151100 OM&amp;S Held for Use</td>
<td>A Serviceable Issuable Without Qualification, B Serviceable Issuable With Qualification, C Serviceable Priority Issue, D Serviceable Test/Modification, T Serviceable Ammunition Suitable for Training Use Only</td>
</tr>
</tbody>
</table>

Use this account to record amounts for OM&S with condition codes A-D and T up to the AAO.

**[Excludes Excess, Economic Retention and Contingency Retention OM&S]**

| 151200 OM&S Held in Reserve for Future Use | E Unserviceable Reparable (Limited Cost to Restore), J Suspended (In Stock), K Suspended (Returns), L Suspended (In Litigation), N Suspended (Ammunition Suitable for Emergency Combat Use Only), Q Suspended (Product Quality Deficiency) |

Use this account to record amounts for OM&S with condition codes A-D and T that is above the AAO and is retained for economic or contingency purposes. Include all inventory designated as E, J, K, L, N and Q in this account.

**[Excludes Excess OM&S]**

| 151400 OM&S Held for Repair (Remanufacturing) | F Unserviceable Reparable, G Unserviceable Incomplete, M Suspended (In Work), R Suspended (Reclaimed Items, Awaiting Condition Determination) |

Use this account to record amounts for all OM&S with condition codes F, G, M, and R.

**[Excludes Excess OM&S]**

| 151300 OM&S – Excess, Obsolete, or Unserviceable | H Unserviceable (Condemned), P Unserviceable (Reclamation), S Unserviceable (Scrap), V Unserviceable (Waste Military Munitions) |

**[Includes Serviceable and Unserviceable Excess OM&S]**
A. Components have expressed difficulty in classifying stocked tangible personal property such as infantry helmets or hand tools that do not meet the definition of OM&S established in SFFAS 3. SFFAS 6 defines PP&E as tangible assets that:

1. Have an estimated useful life of two or more years;
2. Are not intended for sale in the ordinary course of operations; and
3. Are intended to be used or available for use by the reporting entity.

B. Tangible personal property such as infantry helmets and hand tools meet all of the criteria listed in 040305.A, and therefore will be classified as equipment. Equipment will be expensed in the period purchased unless its historical cost exceeds the Component’s capitalization threshold, in which case the equipment will be capitalized and depreciated over its useful life.

C. Components must analyze items in their stores to identify items that meet the criteria in 040305.A, and are encouraged to leverage system data and functions where appropriate to perform the analysis in a cost and time-efficient manner. The analysis must be documented and retained in accordance with Component audit needs and relevant document retention policies.

D. This guidance does not replace or omit existing logistics, supply chain, or asset management requirements regardless of the assets’ accounting classification.

A. The DoD defines the mission of the nuclear arsenal solely as one of deterrence. Under this mission, the useful life of nuclear assets is expected to exceed two years. Therefore, nuclear long range ballistic missiles (including, but not necessarily limited to, Intercontinental Ballistic Missiles and Submarine Launched Ballistic Missiles) which are fully configured and armed in support of this mission should be classified/recorded as general equipment.

B. Long range ballistic missiles which are not a part of a fully configured nuclear armed long range ballistic missile should be classified/recorded as OM&S.
0404 INVENTORY - (Applicable to WCF Only)

040401. General

This section sets forth the policies for recognition, valuation, and procedures for accounting for inventory and is applicable for WCF only.

040402. Recognition

Inventory must be recognized when title passes to the purchasing entity. Title passes to the purchasing entity based on the terms of the contract. For free on board (shipping point), title passes when the inventory is shipped. If the terms of sale are free on board (destination), title passes when the goods are delivered to the purchasing entity.

*040403. Valuation of Inventory

The Department’s policy is that inventory must be valued at historical cost using the MAC flow assumption. However, the Department has also approved the specific identification method for use with serially managed items, and the LAC flow assumption for the valuation of DeCA grocery and household product inventories. (Note: When LAC valuation is used, the inventory is revalued periodically and an allowance account is established for the unrealized holding gains and losses so that the LAC method approximates historical cost.) SFFAS 3 defines each of the methods as a means for arriving at historical cost. In addition, FASAB Interpretation 7, addresses the valuation of items held for repair that, once repaired/remanufactured/upgraded, are returned to Inventory Held for Sale. For inventory valuation of items held for repair where credit is given to the customer, the credit defines the value of the item to the WCF. Therefore, the inventory valuation is calculated as the cost to buy a new item minus the cost to repair, which would approximate the value of the credit given. When credit is not given, another valuation methodology must be employed. See Volume 2B, Chapter 9 for additional guidance. Supply management activities are not required to issue credit on any given transaction. The MAC cost flow assumption will be used as the remanufacture takes place to record appropriate production costs (normal costs to bring the item to a serviceable or upgraded condition).

A. Entities must use the MAC flow assumption to value inventory held for repair/remanufacture at historical cost. Components should value the receipt of a carcass at MAC and record a repair allowance in the allowance account. The repair allowance is calculated as the ratio of the latest representative repair cost adjusted for inflation to the latest representative acquisition cost. For example, if the latest representative repair cost adjusted for inflation is $100 and the latest representative acquisition cost is $500 and the MAC value is $490, the amount of the allowance would be $98 \( [(100/500) \times 490] \). If there is no repair history, entities will develop and document an engineering estimate of the cost to repair. The documentation should be retained for audit purposes. Upon completion of the repair, the item will be moved to Inventory Held for Sale at MAC. If the total of the carcass value plus the costs incurred to repair it exceeds MAC, the difference must be charged to the current period as an expense. The capitalized item is treated as if it was a purchase for calculating the historical cost of inventory using the MAC flow.
assumption as illustrated in Table 4-2. In addition, the entities should reconcile the allowance account to the physical quantities of items held for repair on at least an annual basis.

B. EOU inventory must be valued at its expected NRV. DoD Components are responsible for identifying inventory and OM&S that is excess, obsolete and unserviceable. Upon identification of inventory as EOU, the DoD Component must determine the NRV of its EOU and adjust the recorded value of the EOU to its estimated NRV by recording a gain or loss (as applicable) and a corresponding inventory allowance (for a WCF) or operating materials and supplies allowance (for a General Fund or WCF). EOU that will be transferred to DLA Disposition Services for disposition generally will not result in the DoD Component receiving any proceeds from the disposal, other than EOU that will be disposed of through a Qualified Recycling Program (QRP), and therefore, the NRV would be zero. For EOU to be disposed of through a QRP or by means other than a transfer to DLA Disposition Services, the DoD Component should estimate the NRV of the EOU based on prior disposal proceeds for comparable EOU, buyer quotes or other reasonable means. In all instances, documentation supporting the NRV calculation of the EOU must be prepared and retained by the DoD Component.

C. Supply Management activities must calculate and report the costs of all inventory sold, i.e., cost of goods sold at historical cost using the MAC flow assumption. Cost of goods sold is the balance of USSGL 650000, Cost of Goods Sold. USSGL 650000 may be verified by using this formula. Note that the inventory historical cost and increases in goods for sale include direct (e.g. labor or materials) costs and indirect costs (e.g. overhead).

\[
\begin{align*}
\text{Beginning Inventory at historical cost} \\
+ \text{Increases in Goods for Sale (Purchases, Remanufacturing Costs, Capitalized Inventory, Other Gains)} \\
- \text{Disposals or Other Decreases in Goods for Sale (Including Other Losses) at historical cost} \\
= \text{Cost of Goods Available for Sale at historical cost} \\
- \text{Ending Inventory at historical cost} \\
= \text{Cost of Goods Sold at historical cost} \\
\end{align*}
\]

* If variances between actual indirect expenses and applied indirect expenses are accounted for as cost of goods sold in accordance with paragraph 040702.A.2, this would need to be factored into the calculation.

040404. Accounting for Inventory

A. General Ledger Accounts. Detailed posting transactions are outlined in the DoD USSGL Transaction Library. Inventory accounts are authorized for use by activities that hold items for resale, use items in the process of production for sale, and consume items in the production of goods for sale or in the provision of services for a fee. Entities that hold supplies and materials for issue without reimbursement or for use without earning a fee own OM&S rather than inventory and should refer to section 0403. Refer to section 0407 for inventory accounts for work-in-process. This paragraph provides examples of the applicable inventory accounts. Additional USSGL accounts which may be relevant to inventory can be located in the DoD Standard Chart of Accounts and the USSGL.
1. **Inventory Purchased for Resale (Account 152100).** This account is used to record the value of inventory purchased for resale that is in a usable condition and is available for immediate resale. The DoD USSGL Transaction Library includes entries to record receipt of material purchases, sale of inventory items at cost, issue without reimbursement, reclassification of inventory, and gains or losses when inventory is revalued. Activities may want to create subaccounts within their inventory or general ledger systems to record and track inventory in transit; however, the internal subaccounts must aggregate to one USSGL account in the DoD Standard Chart of Accounts. See paragraph 19 of SFFAS 3.

2. **Inventory Held in Reserve for Future Sale (Account 152200).** This account is used to record the value of inventory held in reserve for future sale and includes items that have been suspended in the logistical system and are currently not available for sale. Typical entries for use of this account include entries to reclassify inventory items, record the delivery of goods and services, and record transfers in or out without reimbursement.

3. **Inventory Held for Repair (Remanufacturing) (Account 152300).** This account is used to record the inventory items currently not in a usable condition but which can be economically remanufactured. Remanufacturing is a process by which carcasses are overhauled, rebuilt, refurbished, repaired, or restored to a usable condition for sale to a customer. Under remanufacturing, repair expenses are capitalized to the cost of inventory and expensed as Cost of Goods Sold.

4. **Excess, Obsolete, and Unserviceable Inventory (Account 152400).** This account is used to record the value of inventory (serviceable and unserviceable) that exceeds the amount expected to be used in normal operations and does not meet management’s criteria to be held in reserve for future use, i.e., characterized as potential reutilization stock in DoDM 4140.01-V6. Obsolete inventory includes stocks that are no longer needed due to changes in technology, laws, customs or operations or items for which the shelf life cannot be extended. Unserserviceable inventory are items that are physically damaged and cannot be consumed in operation. DoD Components are responsible for identifying inventory that is EOU. Upon identification of inventory as EOU, the DoD Component must adjust the value of its EOU inventory to its NRV as described in paragraph 040403.B.

5. **Inventory – Raw Materials (Account 152500).** This account is used to record the cost or value of raw materials purchased or donated for use as a component part of inventory.

6. **Inventory – Work-In-Process (Account 152600).** This account is used to record the accumulated cost or value of inventory used in the production process. Work-in-process inventory includes the cost of raw materials, direct labor, and overhead.

7. **Inventory – Finished Goods (Account 152700).** This account is used to record the accumulated cost or value of completed products.
8. **Inventory – Allowance (Account 152900).** This account is used to record:
   a. The estimated cost to repair damaged inventory;
   b. The estimated gain or loss on the value of inventory because of unrealized holding gains or losses; and
   c. The difference when restating the inventory from historical to standard cost (see Volume 11B, Chapter 15).

The account is either a **contra asset** account or an **adjunct** asset account depending on whether repair costs are increasing or decreasing for the subsequent fiscal year. This account is used to reflect the purchase cost variance for inventory transactions.

9. **Cost of Goods Sold (Account 650000).** This account is used to record the total cost of inventory sold including raw materials, direct labor, and overhead.

B. **Relationship of General Ledger Inventory Accounts to Logistic Supply Condition Codes.** Inventory recorded in financial records should be identifiable to inventory recorded in logistic records and vice versa. Table 4-4 displays the relationship of logistic supply categories to general ledger financial inventory accounts.

1. **Supply Condition Codes.** Supply condition codes classify material in terms of readiness for issue and use or to identify action underway to change the status of material. Supply condition codes currently in use within the DoD are defined in DLM 4000.25-2, “Military Standard Transaction Reporting and Accountability Procedures.”

2. **Relationship of Logistic Categories to Accounting Classifications for Inventory.** Table 4-4 shows the relationship of supply condition codes to general ledger inventory accounts.
Table 4-4. General Ledger Inventory Accounts vs Supply Condition Codes

<table>
<thead>
<tr>
<th>U.S. Standard General Ledger Account</th>
<th>Supply Condition Codes</th>
</tr>
</thead>
</table>
| 152100 Inventory Purchased For Resale | A   Serviceable Issuable Without Qualification  
  B   Serviceable Issuable With Qualification  
  C   Serviceable Priority Issue  
  D   Serviceable Test/Modification  
  T   Serviceable Ammunition Suitable for Training Use Only |
|                                      | Use this account to record amounts for inventory with condition codes A-D and T up to the AAO.  
  [Excludes Excess, Economic Retention and Contingency Retention Inventory] |
| 152200 Inventory Held in Reserve for Future Sale | E   Unserviceable Reparable (Limited Cost to Restore)  
  J   Suspended (In Stock)  
  K   Suspended (Returns)  
  L   Suspended (In Litigation)  
  N   Suspended (Ammunition Suitable for Emergency Combat Use Only)  
  Q   Suspended (Product Quality Deficiency) |
|                                      | Use this account to record amounts for inventory with condition codes A-D and T that is above the AAO and is retained for economic or contingency purposes.  
  Include all inventory designated as E, J, K, L, N, and Q in this account.  
  [Excludes Excess Inventory] |
| 152300 Inventory Held for Repair (Remanufacturing) | F   Unserviceable Reparable  
  G   Unserviceable Incomplete  
  M   Suspended (In Work)  
  R   Suspended (Reclaimed Items, Awaiting Condition Determination) |
|                                      | Use this account to record amounts for all inventory with condition codes F, G, M, and R that is above the AAO and is retained for economic or contingency purposes.  
  [Excludes Excess Inventory] |
| 152400 Inventory – Excess, Obsolete, or Unserviceable | H   Unserviceable (Condemned)  
  P   Unserviceable (Reclamation)  
  S   Unserviceable (Scrap)  
  V   Unserviceable (Waste Military Munitions) |
|                                      | [Includes Serviceable and Unserviceable Excess Inventory] |
3. **Logistics Inventory Categories.** Table 4-5 illustrates the relationship between the logistics inventory stratification categories and the general ledger accounts.

Table 4-5. Logistics Inventory Stratification vs General Ledger Accounts

<table>
<thead>
<tr>
<th>Category</th>
<th>Serviceable</th>
<th>Unserviceable</th>
<th>Repair</th>
<th>Retain</th>
</tr>
</thead>
<tbody>
<tr>
<td>Excess</td>
<td>USSGL 152400</td>
<td>USSGL 152400</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Contingency Retention</td>
<td>USSGL 152200</td>
<td>USSGL 152300</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>Economic Retention</td>
<td>USSGL 152200</td>
<td>USSGL 152300</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>Approved Acquisition Objective (AAO)</td>
<td>USSGL 152100</td>
<td>USSGL 152300</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>Requirement</td>
<td>USSGL 152100</td>
<td>USSGL 152300</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>

040405. Reconciliations

Activities must reconcile the inventory line item(s) in their general ledger with their detailed inventory accountability records at least quarterly. Activities may require reconciliations more frequently in order to improve accuracy of the general ledger line item(s) and to help reduce the risk of material misstatement. This reconciliation must include the multiple modules within Enterprise Resource Management systems, when they are being used (e.g. Warehouse Management module to Inventory Management module to Financial Management module). This reconciliation must be designed to identify errors between the quantities reported in the warehouse management system with the quantities reported in the financial management system. When errors are identified, they must be researched and resolved timely.

040406. Adjustments for Physical Counts of Inventory

Activities must take physical counts of inventories at least annually (generally as of the fiscal year end), in accordance with the procedures prescribed in DLM 4000.25-2, “Military
Standard Transaction Reporting and Accountability Procedures.” (Note: In accordance with the Financial Statement Audit Completion Checklist contained in Section 1003 of the U.S. GAO FAM Volume 2, auditors are likely to attend and observe physical counts of inventories that have been deemed as material.) Activities must adjust the general ledger for differences between the general ledger balances and the physical count. Adjustments must be supported by appropriate documentation.

040407. Inventory Gains and Losses

A. Disposal. Disposal of an inventory item must result in

1. A reduction in the associated inventory account equal to the valuation of the item; and

2. A loss amount equal to the historical cost of the item.

B. Incoming Shipment Gains and Losses. Invoices occasionally list fewer items than (inventory loss) or more items than (inventory gain) the actual count of inventory items received. If it is not economical to resolve the difference, record the difference as a gain/loss. In such instances, debit the incoming shipment losses to USSGL 729000; credit incoming shipment gains to USSGL 719000.

0405 SUPPLY MANAGEMENT OPERATIONS - (Applicable to WCF Only)

040501. Description

This section prescribes the policy and accounting requirements relating to inventory applicable to the supply management activities (i.e. Department of the Army, Department of the Navy, Department of the Air Force and the DLA) and to the DeCA for commissary resale. The policy for inventory valuation and classification is also applicable to the DLA Disposition Services, which holds items for redistribution or disposal including sales of excess materiel to the public and other federal customers. It is also applicable to the Depot Maintenance or Industrial Operations activities that hold and consume items in the production of goods for sale or in the provision of services for a fee, i.e. direct material expense.

040502. Items to be Included in Supply Management Activities

A. General. The supply management activities manage inventory held for sale to other DoD Components or activities within a Component and, when authorized by legislation, items procured for sale to members of the Armed Forces and other individuals or organizations. The Under Secretary of Defense (Comptroller) (USD(C)) and the Under Secretary of Defense (Acquisition, Technology and Logistics) (USD(AT&L)) may designate an item to be procured by the supply management activity and may reassign the management responsibility of any item from one DoD Component to another DoD Component.
B. **Subsistence Items.** The supply management activities and the DeCA must plan for, procure, manage, distribute, and insure wholesomeness of subsistence products throughout the supply chain. Subsistence items must be procured to provide healthy, wholesome, nutritious food items to members of the Armed Forces and other authorized persons. Subclasses of subsistence items include inflight rations, combat rations, refrigerated subsistence and non-refrigerated subsistence.

C. **Military Exchange Items.** DoDI 1338.18, “Armed Forces Clothing Monetary Allowance Procedures,” assigns management responsibility to the supply management activities for items procured primarily for sale to members of the Armed Forces and other individuals or organizations authorized by legislation. These items include clothing sold by a military clothing resale activity and items sold in a ship's store. They also include personal items for health, comfort, and recreation.

D. **Military Clothing Items and Individual Equipment.** The Department authorizes military exchange systems to act as agents of the supply management activity to sell military clothing items to members of the Armed Forces. The DLA must procure military clothing requirements for the DoD and bill customers at standard prices. This supply class also includes combat equipment, tentage, tool sets and kits, hand tools, and cleaning equipment and supplies. When a Military Service directs the implementation of a new or modified model of these items that makes the previous model obsolete, the Military Service must reprogram resources to DLA based on DLA’s estimate of the requirement to fund procurement of the item including required safety stock levels, before DLA incurs any obligations for the item. Further, the Military Service must purchase DLA’s remaining stock of the obsolete model. Alternatively, the Military Service may direct DLA to dispose of the obsolete stock and pay DLA for disposal costs. See DoDM 4140.01 and DoDI 4140.63 for related materiel management guidance.

E. **Fuel.** DoD Components must buy their fuel through DLA. The DLA must bill DoD customers at standard prices and other federal and nonfederal government customers at cost plus the approved DLA surcharge. In isolated locations, where DLA has authorized a DoD customer to procure fuel on the local market, payment may be made by DLA or the customer depending on local circumstances. If payment is made by the DoD customer, then DLA will reimburse the customer for the actual cost of the fuel and bill for the fuel based on standard prices. Other items in this supply class are preservatives, liquid and compressed gases, chemical products, coolants, deicing, and antifreeze components.

F. **Construction Materials.** The supply management activities must manage construction materials including installed equipment, fortification materials, and barrier materials. This includes such items as wood, wire, cement, barrier materials, and sandbags.

G. **Medical.** The supply management activities must manage medical materials supported in the medical supply chain. This materiel includes pharmaceutical, medical-surgical, dental, medical laboratory, radiological, and optometric supplies. It also includes preventive medicine items and medical equipment.
H. Initial Spares. Initial spares are consumable or reparable spare and repair parts that support newly fielded weapons systems during the initial period of operation until the supply system can support the demand generated by the systems. Replenishment spares are spare and repair parts resupplying initial stocks.

1. The Component activity that owns the weapon system is responsible for funding the initial spares. Therefore, acquisition of the initial spares and stock level increases required to support a weapon system are the responsibility of the program office. The program office must acquire initial and inventory augmentation spares based on the materiel support date. Program managers must use their appropriated funds and may use supply management activities’ contracting capabilities to acquire initial spares. Therefore, acquisition of initial spares required to support a weapon system are the responsibility of the program office, i.e. the office within the Component Activity that performs this acquisition function.

2. The Component activity may purchase the initial spares and transfer them to the supply management activity via a title transfer without reimbursement using DoD (DD) Form 1150, Request For Issue/Transfer/Turn in. The Component activity must record the associated entries (budgetary and proprietary) for the purchase of the initial spares as OM&S prior to their transfer to the supply management activity. The Component activity will initiate a title transfer without reimbursement to legally transfer ownership and will remove the initial spares from its accounting records. The supply management activity will add the initial spares to its WCF accounting records. The transfer of initial spares must be fully documented and the documentation must be retained.

I. Nonmilitary Programs. The supply management activities must manage material used to support nonmilitary or civic action programs and sell these materials at standard prices. These programs are intended for agricultural and economic development.

040503. Authorized Customers

A supply management activity is authorized to sell items to:

A. A federal government funded activity or an activity empowered to perform a federal government legislated function;

B. A DoD sponsored nonappropriated fund instrumentality;

C. A State Department sponsored employee commissary located outside the United States;

D. A foreign government when an authorized contractual relationship has been established;

E. A federal government contractor, when the contract specifically provides for the purchase of items by the contractor from the Government or when using the Replenishment Parts Purchase or Borrow Program;
F. Members of the Armed Forces and other individuals authorized by law to purchase commissary and clothing items;

G. The private sector, state or local governments when purchasing non-excess personal exchange/sale property as authorized by the Federal Property and Administrative Services Act of 1949 as amended in 40 U.S.C. Chapter 5, Section 503; and

H. Other entities, when authorized by duly appointed officials.

040504. Issues Without Reimbursement

A supply management activity item may not be issued or transferred without a funded customer order except as specifically authorized in this paragraph. Events for which an issue is authorized without receipt of a funded customer order must be accounted for in the same manner as a normal sale with the exception that an allowance for loss on accounts receivable may be established when necessary. See Chapter 3 for additional guidance on establishing allowances for loss on accounts receivable.

A. Domestic Civil Emergency. A supply management activity item may be issued without immediate reimbursement when action is being taken to provide civil emergency relief assistance in accordance with the policies and procedures provided in DoDD 3025.18. However, an accounts receivable must be established for such amounts. Subsequently, funding should be made available to cover the costs of the relief effort, and the supply management activity be reimbursed for any outstanding accounts receivable.

B. Civil Disturbances. A supply management activity item may be issued without immediate reimbursement when action is being taken to control a civil disturbance in accordance with the policies and procedures provided in DoDD 3025.18. A receivable account must be established for such amounts. Subsequently, the supply management activities must be reimbursed for any outstanding accounts receivable based upon the procedures provided in Volume 11B, Chapter 11. Volume 16 also provides guidance on the write-off of uncollectible receivables from the public.

C. Foreign Disaster. The State Department is responsible for initiating and financing foreign disaster relief efforts pursuant to the Foreign Assistance Act of 1961. Procedures for issues of supply management activities material to assist in the event of a foreign disaster and reimbursements must be in accordance with DoDD 5100.46.

D. North Atlantic Treaty Organization (NATO) Country. A supply management activity item may be issued to a NATO country without reimbursement under a replacement-in-kind arrangement. Nonreimbursable issues under this authority must be changed to a reimbursable issue within 12 months if not replaced by the NATO country.
E. Military Emergency. A supply management activity item may be issued without immediate reimbursement when a federal official or military officer has certified that an emergency exists under emergency provisions in the current DoD Appropriations Act or 10 U.S.C. § 127. A receivable account must be established for such amounts. When funding is made available to cover the costs of the emergency, the supply management activity must be reimbursed for any outstanding accounts receivable.

F. Presidential Directed Drawdown. A supply management activity item may be issued to a foreign country without reimbursement when the President has directed a drawdown of defense articles from stocks under authority of 22 U.S.C. § 2318. The standard price of such issues must be reported to the Director, Defense Security Cooperation Agency for inclusion in subsequent foreign assistance budget requests and to the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)), Operations Directorate, in order to determine the cash impact of such issues. The cash impact must be added to the economic adjustment cost recovery element.

G. War Reserve Assets (WRA). A supply management activity item may be issued without reimbursement when an item is designated as a WRA and the issue has been approved to satisfy requirements of a mobilization of U.S. Armed Forces.

H. Deficiencies in War Reserve Requirements. A supply management activity item may be issued without reimbursement when an item is issued to satisfy deficiencies in war reserve requirements or between activities within the supply management activity. Items issued at any level, wholesale or retail, to satisfy customer requisitions must be reimbursable from war reserve reinvestment appropriations.

I. Disposal of Excess Inventory or OM&S. Disposals will be made in accordance with DoDM 4160.21, Volume 2 which includes disposals of excess inventory through the DLA for which no reimbursement will be received.

J. Items Nearing End of Shelf Life. A supply management activity item may be issued at any price or without reimbursement when the item is not a WRA, it has six months or less of remaining shelf life, and the item manager grants approval for the item to be issued on a less than cost basis.

K. Logistical Management Transfers. Logistical management transfers (also known as logistical reassignments) result from changes in the funding appropriation for an item. If the OUSD(C) and the Office of the Under Secretary of Defense (Acquisitions, Technology and Logistics (OUSD(AT&L)) designate a logistical management transfer of an item from a GF appropriation entity to the supply management activity group, an increase to inventory for a nonreimbursable transfer must be recorded at the value of the item being transferred. Normally, an item transferred as a result of a logistical management transfer is transferred without reimbursement. However, with prior approval from the OUSD(C), transfers-in of inventory may be with reimbursement to the transferring account under these conditions:

1. The inventory was on order but undelivered to the transferring account at the time of the transfer;
2. The transferring account is not financed by the WCF; and

3. The inventory was ordered by the transferring account as a result of a reimbursable order from a customer of that account.

L. Logistical Management Transfers between Supply Management Activities. Procedures for transferring item management responsibility between WCF activities are outlined in Volume 11B, Chapter 2. The transfer of supply inventory is handled as:

1. On hand inventory. Stock on hand is transferred between supply management activities without reimbursement. Reimbursement is authorized, based on DoD credit policies, between wholesale and retail supply activities when on-hand retail inventory is transferred back to the wholesale item manager’s inventory control points.

2. On order inventory. The gaining and losing wholesale item managers must validate the on order inventory requirements to ensure the supply pipeline is adequately filled. As the gaining activity receives pipeline deliveries, the gaining item manager is responsible for payment either directly to the vendors (delivery order modification), or to the losing activity that funded the delivery order, thus ensuring cash neutrality across the WCF.

040505. Loans and Leases

A. Authorized Activities. Supply management activities may only lend or lease items to activities specified in this paragraph for the stated purpose. The recipient must sign a receipt for the item. This receipt must include a statement of the intended purpose of the loan or lease. The accountable office, or the comptroller (or equivalent), of the accountable activity for the item must approve each loan or lease of an item. Accountability for inventory on loan remains with the activity lending the material. Inventory on loan must be valued in the same manner as is inventory on hand. Property may be lent to:

1. DoD Funded Customers. Supply management activities may lend an item to a DoD funded customer for a maximum of 120 days to support an approved training exercise, a military emergency, or a natural disaster.

2. U.S. Secret Service. Supply management activities may lend an item to the U.S. Secret Service for a maximum of 120 days for purposes prescribed under the policies and procedures in DoDD 3025.13.

3. Civilian Law Enforcement Officials. Supply management activities may lend an item to a civilian law enforcement activity for a maximum of 120 days for purposes prescribed under the policies and procedures in DoDI 3025.21.

4. State and Local Governments. Supply management activities may lend an item to a state or local government for a maximum of 120 days for a specific purpose, under the policies and procedures prescribed in DoDI 3025.21.
5. National Veterans’ Organizations. Under the authority of 10 U.S.C. § 2551, supply management activities may lend an item (e.g., cots, blankets, pillows, mattresses, bed sacks, and other supplies) to a recognized national veterans’ organization for a maximum of 120 days to support a national or state convention or a regional youth athletic or recreational tournament sponsored by the veterans’ organization. A bond equal to the current standard price of the item must be obtained before the item is loaned.

6. American National Red Cross. Under the authority of 10 U.S.C. § 2552, supply management activities may lend an item to an organization formed by the American National Red Cross for a maximum of 120 days for the purpose of instruction and practice needed to aid the Army, Navy, or Air Force in time of war. A bond equal to twice the value of the property is required for the care and safekeeping of the loaned property before the item is lent.

7. Inaugural Committee. Under the authority of 10 U.S.C. § 2553, supply management activities may lend an item to an Inaugural Committee to support an inauguration of the President of the United States for a period not to exceed nine days beyond the inauguration ceremony. A bond equal to the current standard price of the item must be obtained before the item is lent.

8. Boy Scout Jamborees. Under the authority of 10 U.S.C. § 2554, supply management activities may lend cots, blankets, commissary equipment, flags, refrigerators, and other equipment to the Boy Scouts of America for the use of Scouts, and officials who attend any national or world Boy Scout Jamboree. In addition, services and expendable medical supplies, as may be necessary or useful to the extent that items are in stock and items or services are available may be furnished without reimbursement. Items may be lent for a maximum of 120 days. A bond equal to the value of the loaned items must be obtained before the items are loaned.

9. Shelter for the Homeless, Incidental Services. Under the authority of 10 U.S.C. § 2556, the Secretary of a Military Department may provide without reimbursement bedding for support of shelters for the homeless that are operated by entities other than the DoD, but only to the extent that the Secretary determines that the provisions of such bedding will not interfere with military requirements. In addition, incidental services and other items (such as medical supplies) may be provided without reimbursement to the extent that the provision of incidental services or other items does not interfere with military preparedness or ongoing military functions. To satisfy these requirements, a supply management activity may issue to a shelter for the homeless only items that have been declared excess to the needs of the DoD.

10. Humanitarian Relief. Under the authority of 10 U.S.C. § 2557, supply management activities may make nonlethal excess supplies available for transfer to the Department of State for its distribution for humanitarian relief. The term “nonlethal excess supplies” means property, other than real property, of the DoD that is excess property as defined in regulations of the DoD; and that is not a weapon, ammunition, or other equipment or material that is designed to inflict serious bodily harm or death.
11. **Foreign Countries or International Organizations.** Supply management activities may lease or loan an item to an eligible foreign country or international organization under the authority of the Arms Export Control Act. Policy and procedures for the lease of material to foreign countries and international organizations is contained in DoDD 5105.65 and in Volume 15, Chapter 7. Refer to these references for approval channels and expense requirements.

12. **Other Leases.** Under the authority of 10 U.S.C. § 2667, supply management activities may lease or loan a nonexcess supply management activity item to an organization when the Secretary of Defense or the Secretary of a Military Department has determined that the item is not needed for DoD use during the proposed lease period and the lease will promote the national defense or otherwise be in the public interest.

   **B. Approvals.** Each loan or lease of an item must be approved by the comptroller, or equivalent, of the activity responsible for accountability over the item. The approval must include a description of the item including the price, condition, anticipated return date; and a certification that the loan of the item will not jeopardize the capability to support national defense requirements.

   **C. Expenses.** The recipient must pay for all transportation, packing, crating, and handling costs associated with the loan or lease of the item. At the time of return of the item, the recipient must be required to pay all costs necessary to restore the item to its original condition or to pay for any item the recipient does not return within the approved period of the loan or lease.

040506. GFM

GFM may be provided to a contractor or other government agency for consumption or repair.

**A. Business Rules.** When GFM is provided for consumption, the business rules prescribed by this subparagraph must be followed.

1. **Record as an expense the value of** items issued by the item manager to a contractor or to another DoD or other federal government activity for consumption or incorporation in the repair, alteration, or modification of another supply management activity item for the benefit of the supply management activity.

2. **Record as work-in-process the value of** items issued by the item manager to a contractor or to another DoD or other federal government activity for fabrication, assembly, or disassembly of another supply management activity item for the benefit of the supply management activity. The use of the work-in-process account is described at section 0407.

3. The return of GFM items by a contractor must be accounted for in the same manner as a customer return of material without credit (see subparagraph 040403.A).
4. The cost of forgings and castings used as GFM should be included as a part of the acquisition cost of the item that includes the forging and casting in its production.

B. Items Issued for Repair and Return. Issuing supply activities must account for reparables or other items of inventory issued by the direction of an item manager to either a DoD activity or a contractor for repair, alteration, or modification as USSGL 152300, “Inventory Held for Repair.” Such items will continue to be valued as inventory held for repair in accordance with the valuation criteria applicable to inventory held for repair that is held by the stockage point. Upon receipt of the repaired item, it must be accounted for in USSGL 152100, “Inventory Held for Sale.”

040507. Capitalized Inventory

A. Logistics Management Reassignment Transfers In Without Reimbursement. A supply management activity may capitalize, when it undertakes management responsibility for items, supply inventories that were financed by other appropriations and funds, as permitted by 10 U.S.C. § 2208 and consistent with guidance in the DoDM 4140.26. The activity that ordered the item must pay bills for inventories on order at the time of the transfer. As provided in 10 U.S.C. § 2208, a supply management activity may not make credits to an appropriation funded activity for capitalized inventories. However, stock withdrawal authorizations may be approved as provided in subparagraph 040507.C. Note, for transfers from other WCFs, the gaining supply management activity will reimburse the losing activity for any inventories on order as the deliveries are made.

B. Transfers of Reimbursable Procurements. The supply management activity may record a liability for an item transferred from a non-WCF account only if (1) the item is undelivered at the time of the transfer, and (2) the transferring organization’s obligation for the item resulted from a reimbursable order from a customer. The liability must be liquidated by a payment to the transferring appropriation or fund based upon a payment to the supply management activity by the customer.

C. Stock Withdrawal Authorizations. After transferring an item from an appropriation funded activity to a supply management activity, the transferring activity may not have sufficient funds to purchase the item when needed. The transferring activity may request, as part of the formal budget submission to the Congress, that the USD(C) approve an authorization for issues without reimbursement. The supply management activity must issue items, upon receipt of an approved stock withdrawal authorization, to the specified customer without reimbursement up to the authorized limit for a fiscal year. The authorized limit is calculated as the lesser of one quarter of the quantity transferred to the supply management activity or one year’s quantity based on the average amount consumed for the previous three years. When the fiscal year has passed, the supply management activity must issue items on a reimbursable basis. The supply management activity must not record a stock withdrawal authorization as a liability.
D. Logistical Management Transfers. Logistical management transfers result from changes in the funding appropriation for an item. When an approved logistical management transfer of item(s) is implemented, an increase or a decrease to inventory for a nonreimbursable transfer must be recorded at the value of the item being transferred.

040508. Depot Level Reparables

A. General. For material management purposes, “reparables” are items of supply subject to economical repair and for which the repaired items are considered in satisfying computed requirements at any inventory level. For financial management and accounting purposes, the Department’s depot level repair program for inventory replenishment and resale is considered to be a remanufacturing process. See Volume 11B for more information on Depot Level Reparables.

* B. Financial Reporting of Depot Level Reparables (DLR). Serviceable DLR will be reported on DoD financial statements at historical cost using the MAC flow assumption. DoD will use the allowance method when accounting for DLR. Under the allowance method, the reparable must be valued at the same value as a serviceable item. However, an allowance for repairs contra asset account must be established. The annual (or other period) credit(s) required to bring the repair allowance to the current estimated cost of repairs must be recognized as current period operating expense. As the repairs are made, the cost of repairs must be charged (debited) to the allowance for repairs accounting. Supporting documentation must be retained for audit purposes. In addition, the Component should reconcile the allowance account to the physical quantities of items held for repair on at least an annual basis.

C. Exchange Transaction. Many items held for remanufacturing are obtained as the result of an exchange transaction. An exchange transaction is the sale of a serviceable item at standard price in exchange for (1) cash and (2) an item that needs rebuilding or repair (carcass). The supply management activity may record two separate transactions to represent the complete event or may bill the customer at the exchange price, that is, the standard price less credit allowed if the requisitioning activity states a reparable will be returned. If the impaired item (carcass) has not been received at the time of the exchange, it must be recorded in USSGL 152300 “Inventory Held for Repair (Remanufacture Due In).”

D. Business Rules. Remanufacturing costs must be capitalized according to the business rules prescribed by this subparagraph:

1. Remanufacture of items currently available from new procurement. Capitalize all costs except costs that exceed the current replacement cost and abnormal costs such as excessive rework or costs of an unusual nature that occur infrequently. Abnormal costs should be expensed as period costs without regard to current replacement cost.

2. Remanufacture of items not available from new procurement. Capitalize all costs except abnormal costs such as excessive rework or costs of an unusual nature that occur infrequently. Abnormal costs should be expensed as period costs without regard to current replacement cost.
E. Time Limit for Receipt of Exchange Item. If a reparable is not received from a continental United States (CONUS) customer within 90 days of the exchange sale or 120 days for a customer outside the continental United States (OCONUS), the supply management activity must reverse the credit previously allowed and bill the customer for that amount. Additionally, at the discretion of the seller, the customer may be billed for costs that would not have been otherwise incurred except for non-receipt of the item.

1. Carcass Received Before an Exchange Sale. Occasionally, a carcass may be received before an exchange sale when a like issue item is not available at the time the requisition is received. When this occurs, the supply management activity must record the carcass into inventory and establish a liability. When a serviceable item becomes available for issue, the liability must be reversed and the exchange sale will proceed normally.

2. Carcass Sent to Contractor or to Repair Facility for Repair/Remanufacture. Supply management activities may place orders and obligate funds for repair/remanufacture work placed with contractor or at a government repair facility. While being repaired/remanufactured, the carcass will remain in the inventory of Supply Management activity. Activities may continue to account for carcasses as “Inventory Held for Repair (Remanufacturing).”

040509. Return of Items to the Supply Management Activity

A. Customers Who May Return Items. A customer within the federal government, including DoD contractors, may return an item to a supply management activity. Additionally, the Arms Export Control Act allows the return of defense articles from a foreign country or international organization under specified conditions. See 22 U.S.C. § 2761(m) for these conditions. In addition, 10 U.S.C. § 2208(g) states that the appraised value of supplies returned to working capital funds by a department, activity, or agency may be charged to that fund. The proceeds thereof shall be credited to current applicable appropriations and are available for expenditure for the same purposes that those appropriations are so available. Credits may not be made to appropriations under this subsection as a result of capitalization of inventories.

B. Customers Who May Not Return Items. A customer outside of the federal government that does not meet the conditions specified in subparagraph 040509.A may not return an item to a DoD supply management activity.

C. Credit Options. An item manager may grant credit for a returned item after receipt, inspection, and classification of the item. A return that stratifies to a war reserve requirement does not qualify for credit.

1. Return of a Fully Serviceable Consumable or Reparable Item When Not Part of an Exchange Transaction. If approved by an item manager, a credit may be granted to federal government customers and to nonfederal government customers who meet the requirements specified in subparagraph 040509.A. The amount of the credit for the return of an item that is within the AAO must not exceed the current standard price of the returned item less the current fiscal year’s approved cost recovery elements.
2. **Return of a Carcass When Not Part of an Exchange Transaction.** An item manager may approve credit for the return of a carcass from a federal government funded customer or a nonfederal government customer who meets the requirements specified in subparagraph 040509.A without an exchange when the returned item is within the AAO. The credit may be in the amount of the value of the reparable to the supply management activity but not more than the current exchange price.

3. **Billing.** The supply management activity must bill the customer for the credit previously allowed if it granted credit before taking ownership or receipt of the returned item and the item is not received within 90 days from a CONUS customer or 120 days for an OCONUS customer. The customer also may be billed, at the discretion of the stockage point, for costs incurred due to non-receipt of the item.

4. **Return of Defective Items.** The supply management activity may grant a credit to a customer at standard price for defective items issued by a supply management activity, including specification defects, when a customer's quality deficiency report has been validated.

5. **Credits Applied Toward Future Requirements.** Credits granted may be applied against future customer demands in the current fiscal year for items or directly credited to the current year available funds of the customer.

6. **Shipping Costs.** Shipping costs include packing, crating, handling, transportation, port loading, and unloading. The supply management activity must fund transportation and other shipping costs only for items approved by an item manager for return from customers. Shipping and transportation cost for items that have not been approved by an item manager for return from customers must not be paid by the supply management activity.

*040510. Excess Items Disposition*

**A. Identification and Transfer of EOU.** Once the DoD Components have identified inventory as EOU and adjusted the EOU to its NRV, if they are using DLA Disposition Services to execute the disposition of the EOU, they should expeditiously transfer the EOU inventory to DLA Disposition Services using a **DD Form 1348-1A** (or its successor form as applicable). As described in subparagraph 040403.B, with the exception of EOU disposals by DLA Disposition Services that fall under the QRP, Components will generally have adjusted the value of this EOU to zero. The transfer to DLA Disposition Services may be a physical transfer or a “transfer receipt in place” if the EOU inventory is too large or bulky to physically transfer. When a "transfer receipt in place" occurs, the Component should physically segregate and mark the item as having been transferred in place and the inventory records should also be adjusted accordingly.

**B. DLA Receipt of EOU.** In accordance with DLM 4000.25, Volume 2, Chapter 16, paragraph C16.7.1.1, the DLA Disposition Services Field Office will send a Turn in Receipt Acknowledgement to the Component. This action provides confirmation to the
Component that DLA Disposition Services processed the receipt transaction to record DLA Disposition Services materiel accountability and ownership for the material turned in.

C. **DLA Recording of EOU.** After DLA Disposition Services receives the DD Form 1348-1A, they will record an estimated NRV in their accounting system for each item of EOU inventory transferred. On a periodic basis (at least annually for the fiscal year end), DLA Disposition Services will recalculate the NRV factor and will adjust its EOU inventory by the new recalculated factor for accounting and financial statement reporting purposes.

D. **Processing EOU Classified as Explosives.** DLA Disposition Services does not hold, process or dispose of EOU that are explosives, which includes ammunitions, classified items, and hazardous waste. Components possessing EOU that are explosives must arrange for their disposal through the Joint Munitions Command (JMC) of the Department of the Army unless the disposal is part of a QRP. In the case of a QRP, the Component may elect to use a third party for the disposal. In the same manner as for non-explosives EOU, the Components and JMC must adjust the EOU explosives to their NRV based on prior disposal proceeds for comparable EOU, buyer quotes or other reasonable means.

E. **Issues of Excess Items to Reutilization and Marketing.** An Integrated Materiel Manager (IMM) may authorize transfer without reimbursement of excess supply management activity items to DLA Disposition Services. The DLA Disposition Services must issue an item without reimbursement to a supply management activity when the item is required to satisfy a supply management activity requirement.

F. **Transfer of Inventory Item.** Losses for inventory items are taken at the time an item is determined to be EOU beyond repair. Both the inventory item and its related allowance are removed from the accounting records of the supply management activity.

G. **Issues of Excess Items to Other DoD Activities.** When the IMM directs and controls the lateral redistribution of an item excess to the immediate needs of a retail activity, supply management activities will record the event without direct reimbursement to the issuing (sending) activity from the receiving activity. Further, the IMM must bill the receiving activity for the standard price of the material and reimburse the issuing activity for the standard price of the item and its standard packing, crating, handling, and transportation costs.

H. **Transfers of Excess Property from DLA Disposition Services.** When an IMM or Primary Inventory Control Activity (PICA) determines that needed material is available within the disposal system, the DLA Disposition Services must provide the material to the requiring IMM/PICA without reimbursement. The supply management activity must reimburse the DLA Disposition Services, however, for costs incurred for packing, crating, handling (PCH), and transportation, if applicable or when conditions warrant. Reimbursement for PCH will be at the rate of 3.5 percent of the acquisition price of consumable material and 1 percent of the acquisition price of reparable material. Reimbursement to the DLA Disposition Services for transportation of consumable or reparable items will be at the cost recovery rate in effect for transportation by the shipping the DLA Disposition Services location. Activities must account for transfers of material from the DLA Disposition Services. Refer to the DoD Standard Chart of
Accounts and DoD USSGL Transaction Library for detailed account descriptions and posting guidance for each of the general ledger accounts referenced.

I. Accounting for Customer Returns. Customer returns may have a significant impact on current period revenue and inventory for the supply management activities. Customers may or may not receive credit for returned items. Return of an item, whether issuable or not issuable, reverses the sale’s effect on the Cost of Goods Sold because the sale with return brings the supply management activity back to the original level of inventory. Regardless of whether the customer does or does not receive credit, activities will record receipt of a returned item.

0406  WRM - (Applicable to WCF Only)

040601. Description

WRM is mission essential secondary items, principal end items, and munitions sufficient to attain and sustain operational objectives in scenarios authorized in the Secretary of Defense guidance and Joint Staff scenarios for committed forces. The WRM inventories must include peacetime operating stocks, training stocks, stocks available through industrial base partnerships, and WRM. (See DoDI 3110.06.) Stockpile materials are strategic and critical materials held due to statutory requirements for use in national defense, conservation or national emergencies. National Defense Stockpile materials, discussed in Section 0408, are accounted for within the National Defense Stockpile Transaction Fund.

040602. Funding for WRM

The WRM must be funded from appropriations made directly to the WCF. Such appropriated amounts must be reflected as a separate goal within the applicable supply management or Commissary Resale activity’s annual operating budget letter. Items such as ammunition and/or principal and major end items procured for war reserve must not be funded through a WCF, but must be funded through amounts available to Component/Defense Agency procurement appropriations.

040603. Accounting for WRM

Purchases of WCF war reserve items must be accounted for at the same level of detail as items procured for peacetime requirements. The value of war reserve items must be recorded in the standard inventory accounts.

040604. Acquisition of WRM

The WRM is indistinguishable from corresponding inventory items. The WRM and inventory are, or can be, purchased at the same time, purchased from the same vendor, received at the same time and in the same shipping container, and stored together in the same warehouse/bin. As a result, the accounting for the acquisition of WRM and inventory, at the time of acquisition, is the same.
040605. Disposition of WRM

The WRM is held in reserve to be available for transfer without reimbursement when the issuance of a WRA has been approved to satisfy requirements of a mobilization of U.S. Armed Forces. However, if authorized, war reserve and other stockpile materials may be sold.

0407 WORK-IN-PROCESS - (Applicable to WCF Only)

*040701. General

The WCF manufacturing activities, primarily those involved in depot maintenance or other industrial-type operations, who routinely perform tasks that take more than a month, must record operating costs within a work-in-process account. When the WCF manufacturing activity issues a progress invoice to the DoD purchasing component it will relieve its work-in-process for the amount invoiced. A work-in-process account must also be used by the DoD purchasing component to record any incremental amount billed to it by the DoD manufacturing activity for manufactured inventory. Additional information relating to revenue recognition, progress billings to customers, and disputed bills may be found at Chapter 16.

040702. Accounting for Work-In-Process

A. This section describes the applicable USSGL accounts for recording transactions that map to the Inventory – Work-in-process account. Detailed posting transactions are outlined in the DoD USSGL Transaction Library. The USSGL accounts for work-in-process are described in this subparagraph.

1. Inventory–Raw Materials (Account 152500). All supplies and material purchased by a WCF activity for the purpose of providing goods or services to a customer must be accounted for in this account. Supplies and materials issued to a specific job must be recorded as a direct cost. Supplies and materials issued for the general use of a cost center (production indirect) or for G&A of an activity must be recorded as an indirect cost.

2. Inventory–Work-In-Process (Account 152600). This account is used to capture all costs relating to products that are in the process of being manufactured, remanufactured, repaired, or fabricated but are not yet complete. Periodically, but not less than monthly, adjust the allocated indirect expense amount to the actual indirect expense amount to record the assignment (allocation) of indirect expenses to work-in-process. The application of indirect expenses to inventory – work-in-process may be based on a formula that, over time, provides a reasonably close approximation of actual indirect expenses. Periodically, but not less than annually, adjust the allocated indirect expense amount to the actual indirect expense amount and adjust the applied overhead account. Adjustments of over and under applied overhead must be accomplished prior to the final billing on a completed customer order. Variances between actual indirect expenses and applied indirect expenses are accounted for as cost of goods sold.
3. **Inventory—Finished Goods (Account 152700).** This account is used to record the liquidation of inventory work-in-process when related work is completed and will be accepted for delivery to a customer in response to its order.

4. **Applied Overhead (Account 660000).** This account is used to record the amount of overhead cost distributed to work-in-process, construction in process or OM&S in development.

5. **Cost Capitalization Offset (Account 661000).** This account is used to record the amount of any costs originally recorded into another expense account that are directly linked to a specific job or product. These costs are transferred to an “in progress” asset account such as inventory work-in-progress, O&MS in Development, internal use software in development, and/or a completed asset account.

B. Work-in-process general ledger accounts may be used by any DoD Component or activity within those Components.

1. When a WCF activity incurs costs to produce a customer order, the related costs, regardless of the source of funding, should be accumulated by the use of a job order. Related costs attributed to an order may include:
   a. Costs of additions, alterations, improvements, rehabilitations, and replacements of DoD fixed assets exclusive of construction in progress. Accounting guidance on construction in progress can be found in Chapter 6;
   b. Costs of maintaining DoD equipment and inventory;
   c. Costs of manufacturing or fabricating an end item or product; and
   d. Costs of producing an output.

2. Actual cost of direct labor, direct materials, indirect labor, indirect materials and G&A expenses used in the production and completion of a job order/customer order must be recorded in inventory work-in-process.

3. **Progress billings to a DoD purchasing component for manufacture of inventory must be recorded as inventory work-in-process by the DoD purchasing component. These costs occur when a DoD purchasing component uses an organic (i.e. DoD component manufacturer) or a private sector manufacturer (i.e. a manufacturer outside of DoD) to acquire inventory where progress billings reflect the incremental costs incurred being billed by the manufacturer. If a DoD component is the manufacturer, it will record an accounts receivable and reimbursable revenue for the amount of the progress billing.**
C. Relief of Work-in-Process

* 1. Cost Transfer. Direct costs, indirect costs and G&A expenses recorded in inventory work-in-process accounts must be transferred upon completion or termination of the customer order to:

   a. An Inventory-Finished Goods account and will then be expensed as cost of goods sold upon delivery to the customer. Costs incurred in excess of funding provided by the customer order must be recognized as a loss in proportion to the total estimated cost as costs are incurred to fulfill the order, such that the loss is recognized in proportion to total cost over the life of the order;

   b. An applicable asset account, if the completed work is to be retained by the producing activity;

   c. An expense account, if the completed work retained for use by the producing activity does not meet the DoD capitalization criteria; or,

   d. Operating expenses/program costs upon termination of a customer order prior to completion.

* 2. Order Completion. Completion of a customer order occurs when all work requested on a customer order has been completed. Upon completion of a customer order, no costs associated with that customer order must remain in the work-in-process account.

* 3. Recognizing Losses. The costs incurred on a customer order may be more or less than the revenue earned depending upon whether costs incurred exceed or are less than the funded amount on the customer order. Therefore, a gain or loss may occur on the work performed on a customer order. Probable (more likely than not) losses should be recognized in proportion to estimated total cost when goods and services are acquired to fulfill the contract. Thus, the loss should be recognized in proportion to total cost over the life of the contract/customer order.

  4. Disposition of Completed Products. Completed products in response to a customer order may not be retained as assets (i.e., finished goods) of WCF activities. Upon completion, goods and services resulting from customer orders must be billed promptly to customers. Billing must not be delayed or deferred pending customer acceptance of finished work. Parts and supplies manufactured for internal WCF use must be transferred, upon completion, to the OM&S account.

* 5. Progress Billed Manufacture. Costs that have been accumulated in inventory work-in-process because of progress or incremental billing to a supply management activity must be transferred to Inventory Held for Sale upon completion and receipt of the manufactured end items.
D. **Review of Work-In-Process.** Periodically, but at least annually, WCF activities must review work-in-process account balances so that appropriate actions may be taken, if necessary, to reduce significant balances in the work-in-process account. The review should focus on completed customer orders where costs incurred exceed the funding provided on the existing customer order and these costs have not been recognized as a loss. In these cases, the activity should transfer the amount of costs incurred that exceeds the funding provided on the customer order from the work-in-process account to a loss account in the period in which the costs were incurred. In addition, the review should evaluate the compliance with the accounts receivable policy and percentage of completion method for revenue recognition policy in Chapter 3 and Chapter 16.

*040703. Inventory Work-In-Process Accounts

Due to reporting requirements, many WCF activities are required to capture costs at a more detailed level than the USSGL or DoD Standard Chart of Accounts. The inventory work-in-process should identify the performing activity and the portion of government property furnished to contractors and subcontractors for the performance of DoD contracts for other than real property. Activities may want to create subaccounts within their inventory or general ledger systems to track work-in-process at the detail level; however, the internal subaccounts must aggregate to one USSGL/DoD account. The inventory work-in-process subaccounts suggested for use by the WCF are described in this paragraph:

A. **Inventory Work-In-Process (In-House).** Inventory work-in-process (in-house) is used to record the cost of work-in-process performed by DoD personnel. A subsidiary account must be maintained to accumulate the costs of each job/customer order and facilitate the transfer of costs to the applicable asset or expense account. Sources of entries to this account include billings under contracts for material, supplies, and equipment; documented assignments of costs accumulated in cost pools; issue and transfer documents; receiving and shipping reports; invoices; payment vouchers; payroll records; reports of completed work-in-process; and documented losses.

B. **Inventory Work-In-Process (Contractor).** Inventory work-in-process (contractor) is used to record the cost of work performed by a contractor. If the work is accepted and will be incorporated into in-house work, it should be recorded to work-in-process. It should be recorded to inventory available for sale upon acceptance if it will not be incorporated into in-house work.

C. **Inventory Work-In-Process (Other Government Activities).** Inventory work-in-process (other government activities) is used to record the cost of work-in-process performed by other federal government agencies. A subsidiary account must be maintained for each contract to track the value of work performed as represented by progress payments. Sources for entries to this account include interagency agreements, invoices, payment vouchers, and property acceptance documents.
D. Inventory Work-In-Process (GFM)

1. Inventory work-in-process (GFM) is used to record the value of that portion of government property furnished to contractors and subcontractors (including other federal agencies) for the performance of DoD contracts.

2. Details of government furnished material must be maintained for each contract where the contractor is provided material by DoD. This can be accomplished either using separate Accountable Property System of Record entries or using USSGL subsidiary accounts. For example, a subsidiary account could be maintained for each contractor that is furnished government material for use in performance of a contract(s) and that is to be returned upon completion of the contract. The subsidiary accounts should be subdivided by contract. In addition, any increases to this account must be supported by documentation evidencing issuances of government material to contractors, whether from inventory or from another contractor in accordance with DoDIs. Decreases to this account only occur when the end item is accepted by the DoD and received into inventory, or the material is returned to inventory or otherwise disposed of at DoD's direction.

3. Periodically, but at least annually, this account must be reconciled with the property accountability records maintained by the contractor. This reconciliation involves coordination with the assigned property administrator for the contract. Property administrators must be provided financial data on the value of GFM for use in completing contract close out or termination. On contract completion or termination, the account must be adjusted to reflect the disposition of unused GFM provided to the contractor.

4. Sources for entries to this account include shipping and issue documents, property acceptance documents and property administrator reports, material-return documents, collection and deposit documents, settlement agreements, and documented losses.

0408 STOCKPILE MATERIALS - (Applicable to Revolving Fund Only)

040801. Description

The National Defense Stockpile operates under the authority of the Strategic and Critical Stock Piling Act (50 U.S.C. Subchapter III). The Stockpiling Act provides that strategic and critical materials are stockpiled in the interest of national defense to preclude a dangerous and costly dependence upon foreign sources of supply in times of a national emergency. The National Defense Authorization Acts provide authority to buy and sell specific materials, set quantity and revenue levels for selling material, and mandate programs to receive the revenue from the sales and collections. There is currently no authorization to buy (acquire) any material if over 99 percent of the inventory is authorized for sale. Only accounting requirements and procedures for stockpile material transactions particular to the National Defense Stockpile Transaction Fund (NDSTF) are included in this section.

A. Operations. The Defense National Stockpile Center (DNSC) administers the acquisition, storage, management, and disposal of inventory currently maintained in the
National Defense Stockpile. The NDSTF is a continuing fund that finances the operations of the National Defense Stockpile and DNSC. The NDSTF receives resources from diverse sources including direct appropriations, transfers from other appropriations, transfers of physical assets, and disposal proceeds, and thus is not strictly a revolving fund. The NDSTF’s Department of the Treasury Federal account symbol is 97X4555.

B. Responsibilities. The DNSC will initiate all transactions obligating funds and accounting for inventory of the NDSTF. The Defense Finance and Accounting Service (DFAS) will establish accounting requirements and procedures, perform financial and general ledger accounting, and prepare external accounting reports for the NDSTF. The DFAS will also provide accounting reports and additional supporting supplemental financial information to the DNSC for preparation of the DoD, “Strategic and Critical Materials Report to the President and Congress.”

040802. Recognition of Stockpile Materials

The consumption method of accounting must be applied for stockpile materials. The materials must be recognized as assets and reported when produced or purchased. The cost of stockpile materials must be removed from stockpile materials and reported as an operating expense when issued for use or sale.

040803. Valuation of Stockpile Materials

Stockpile materials must be valued based on historical cost. Historical cost must include all appropriate purchase, transportation, and production costs incurred to bring the items to their current condition and location. Abnormal costs must be charged to operations of the period. The DoD standard of using the MAC flow assumption must be applied in arriving at the historical cost of stockpile materials. The financial inventory balance of the National Defense Stockpile is maintained on a historical cost basis as supported by “laid-in cost.” In accounting terms, laid-in cost is used by wholesalers or suppliers and includes additional costs incurred to place the goods in inventory (e.g., a manufacturer's invoice price and freight).

040804. Accounting for Stockpile Materials

Because of some unique transactions used in accounting for National Defense Stockpile material (e.g., acquisitions and sales), additional breakout of information is required below the USSGL account level. When information is required for separate identification and inclusion in financial statements, combining with other accounts in the several financial statements, or preparation of notes to the financial statements, financial systems should allow for the information to be segregated in a form that would permit user analysis. The unique use of select general ledger accounts of the NDSTF is included in the discussion of each particular accounting area. Detailed posting transactions are outlined in the DoD USSGL Transaction Library. Also, see Chapter 16.

A. Stockpile Materials Held In Reserve (Account 157100). Stockpile Materials Held In Reserve are strategic and critical materials held due to statutory requirements
for use in national defense, conservation or national emergencies. They are not held with the intent of selling in the ordinary course of business.

B. **Stockpile Materials Held For Sale (Account 157200).** This account is the account used to maintain the stockpile materials that have been authorized for sale. The materials authorized for sale must be valued using the same basis used before they were authorized for sale. Any gain (or loss) upon sale must be recognized as a gain (or loss) at that time.

C. The two USSGL inventory accounts described in subparagraphs 040804.A and 040804.B are classified in several lower level subdivisions of this account, which are used for the National Defense Stockpile inventory as shown at Table 4-6.

**Table 4-6. National Defense Stockpile Inventory**

<p>| | | |</p>
<table>
<thead>
<tr>
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<tr>
<td>A.</td>
<td>157100</td>
<td>Stockpile Materials Held In Reserve – Goal Material (Strategic and Critical Materials)</td>
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<tr>
<td>B.</td>
<td>157100</td>
<td>Stockpile Materials Held In Reserve – Inventory Custodial Transfer or Pending Survey</td>
</tr>
<tr>
<td>C.</td>
<td>157100</td>
<td>Stockpile Materials Held In Reserve – Inventory In Process Government Facility</td>
</tr>
<tr>
<td>D.</td>
<td>157100</td>
<td>Stockpile Materials Held In Reserve – Inventory In Process Contractor Facility</td>
</tr>
<tr>
<td>E.</td>
<td>157200</td>
<td>Stockpile Materials Held For Sale</td>
</tr>
</tbody>
</table>

**040805. Reconciling Inventory Records**

The inventory accounting system maintained by the DNSC supports the value of inventory as shown in these accounts. The DNSC and DFAS are jointly responsible for reconciling the inventory records.

A. **Material Acquisition.** All acquisitions of material for the National Defense Stockpile are proposed in the Annual Materials Plan, which is subject to approval by Congress and the subsequent authorization of funding. Funding authorization may be in the form of new appropriations, an authorization to spend from the available balance of the Transaction Fund, or from sales proceeds from authorized disposals. Material purchase contracts are recorded as obligations against the current year acquisition program on the date of the contract. When material is received, it is recorded in the inventory accounting system and the general ledger inventory account, accounts payable, and a decrease in undelivered orders. Any other cost, such as initial testing, increases the cost of the material for inventory valuation. The inventory accounting system must be reconciled to the general ledger inventory account each month. In addition, a physical inventory should be conducted at least annually.
B. **Material Upgrade.** Also included in the Annual Material Plan is the program for upgrading existing National Defense Stockpile material. This work is accomplished by contracts for the value of the upgrading services. These amounts are obligated against the current year program. When material is delivered to the contractor for upgrading it is transferred on the records from the stockpile inventory to material in the hands of a contractor. When upgraded material is returned, a new unit cost is determined by adding the upgrading costs to the original inventory value. The amount of the upgrading cost and original cost of the material are transferred to the on hand stockpile inventory account from the material in the hands of a contractor account.

C. **Exchange Transactions.** Materials can be disposed of by offering like material as payment in kind or other material in exchange as settlement of amounts due for material upgraded or acquired. These are accounted for as exchange disposals and the original cost of the material is removed from inventory and recorded as cost of exchange disposals. Exchange settlements liquidate an obligation for material upgrade and acquisition, as would payment in cash, and is accounted for through the budgetary accounts to effect the liquidation of the original contractual obligation in the accounting records.

D. **Material Disposals.** Various materials in the National Defense Stockpile may become obsolete or excess to current defense stockpiling needs. The National Defense Stockpile Act authorizes the disposal of such material. These materials can be disposed of when included in the Annual Material Plan and authorized in the budget program for the NDSTF. Disposal sales of marketable commodities are offered on a bid auction or negotiated sales basis. Material disposals are accounted for as sales and the original cost of the material is removed from inventory and recorded as cost of sales.

E. **Billing and Collection.** All sales and disposals are billed shortly after the sales agreement is made or as of the scheduled time for delivery or pickup of the material. Bid deposits received are held as advances until returned or recorded to sales proceeds upon delivery of material to successful buyers. The purchaser of the material is allowed a specified number of days in which to pick up the material, after which time storage charges are assessed. Any such storage charges are additional billings to the purchaser. When material is disposed of by exchange settlements, credits earned for material received and accepted by DNSC are used as payment for material shipped. Additional billings for delayed pickup of material are also applicable to the exchange settlement disposals. Collections are received by the DNSC via electronic fund transfer or paper check (deposited to a local banking facility). Upon receipt of the funds, a **DD Form 1131, Cash Collection Voucher** and confirmed deposit are sent to the DFAS Accounting and Finance Office for recording in the accounting records and financial reporting.

F. **Inventory Adjustments.** Inventory adjustments are made whenever there is evidence that an adjustment is required. Such instances include periodic count or measurement of material, movement of material, and complete disposal of material from a storage location. All adjustments are documented and approved before recording in the inventory accounting system and general ledger inventory account. Depending on the nature and size of the adjustment, approval is granted by the Administrator of the DNSC, delegated inventory officials, or board of survey.
The NDSTF receives appropriations for the award of grants to universities, colleges, and research institutions. The designated recipient of the grant is included in the appropriation act or requisite legislation. The Administrator, DNSC, is the grant administering official. See Volume 12, Chapter 5 for additional guidance on accounting for grant funds.
(Applicable to both General Fund and Working Capital Fund)

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<tr>
<th>Costs</th>
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<th>Additional Benefits Beyond Current Process/System</th>
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<td>• Interfaces that need to be built</td>
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<td>• Reduction in effort for OM&amp;S returning to supply chain</td>
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<td>• Near term sunset of current systems and implementation of new systems</td>
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<td>• Purchasing decisions</td>
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<td>• Better financial stewardship and oversight of OM&amp;S balances</td>
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<td>• Additional hardware requirements</td>
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<td>• Fuller picture of true OM&amp;S and asset balances</td>
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<tr>
<td>• Additional FTEs / Contractors</td>
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<td><strong>Process Costs</strong></td>
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<td>Process Benefits</td>
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<td>• Contract modifications (for GFM)</td>
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<td>• Improved business processes and internal controls</td>
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<td>• Process reengineering, including internal controls and financial reporting</td>
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<td><strong>Total</strong></td>
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<td><strong>Total</strong></td>
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A2. Alternative Valuation Methodologies for Establishing Opening Balances

This annex is applicable for inventory, operating materials and supplies (OM&S), and stockpile materials of both the General Fund, Working Capital Fund, and Revolving Fund.

A201. Alternative Valuation Methodologies for Opening Balances

This policy guidance sets out how Components should establish opening balances for inventory, OM&S, and stockpile materials using the methodology described in the Federal Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Standard (SFFAS) 48 “Opening Balances for Inventory, Operating Material & Supplies, and Stockpile Materials.” and Technical Release 18 "Implementation Guidance for Establishing Opening Balances". All Components must establish their opening balances for inventory, OM&S, and stockpile materials in alignment with established Financial Improvement and Audit Readiness milestones. The valuation methodologies outlined in this policy must be used only to establish and document opening balances. After establishing opening balances, the Components must account for and comply with the recognition, measurement, presentation, and disclosure requirements identified in this chapter and FASAB pronouncements, including SFFAS 3, “Accounting for Inventory and Related Property.”

A2012. Valuation of Opening Balances

A. When a Component cannot apply the initial amount measurement approach (historical cost) outlined in SFFAS 3, it is acceptable to use deemed cost as a substitute for initial amounts (historical cost) to establish the opening balances for inventory, OM&S, and stockpile materials. Deemed cost may be based on any one or a combination of the following allowable valuation methods:

1. Standard (Selling) Price or Fair Value
2. Latest Acquisition Cost
3. Replacement Cost
4. Estimated Historical Cost (initial amounts)
5. Actual Historical Cost (initial amounts)

B. All methods used by a Component must be identified and reported in its financial statement notes. In addition, Components must retain documentation to support deemed cost values (e.g., invoices or contracts to demonstrate latest acquisition cost; catalog price to determine fair value; basis of estimates). Further, Components should select the most cost effective method(s) to apply in arriving at a supportable balance based on deemed cost.

C. Any gains or losses in inventory, OM&S, and stockpile materials allowance accounts must be adjusted to zero when establishing an opening balance using deemed cost. Once
established, opening balances are to be considered consistent with SFFAS 3 requirements. Opening balances should be included in ongoing inventory balances and valuation calculations (e.g., the opening balance would be one component of a Moving Average Cost (MAC) calculation, along with any newly purchased inventory). No distinction of amounts arising from the opening balances is required.

D. Deemed cost can only be used once by a Component to establish a beginning balance. The alternative valuation methods permitted in this guidance may not be applied to transactions or events that increase the value or quantity of inventory, OM&S, and stockpile materials after opening balances are established. Components must be prepared to comply with the recognition, measurement, presentation, and disclosure requirements of SFFAS 3 and this chapter (e.g., MAC, Specific Identification) going forward.

E. Where deemed cost is used to value the opening balance for inventory, OM&S, or stockpile materials, the existing values in the DoD Component accounting systems will need to be adjusted by eliminating the gross inventory, OM&S, or stockpile materials value and any related allowance account value and recording the deemed cost value. The difference between the gross value, any related allowance account value and deemed cost will be recorded to prior period adjustments due to changes in accounting principles in accordance with the reporting requirements under paragraph 13 of FASAB SFFAS 21, “Reporting Corrections of Errors and Changes in Accounting Principles, Amendment of SFFAS 7, Accounting for Revenue and Other Financing Sources.” Any adjustments must be properly documented and supported to assist ongoing audit efforts.

F. DoD Components who apply the deemed cost methodology to adjust their opening balances for inventory, OM&S, or stockpile materials, must disclose in their financial statements that a deemed cost methodology was applied in establishing their opening balances and describe the method used in the first reporting period in which the reporting entity makes an unreserved assertion that its financial statements, or one or more line items, are presented fairly in accordance with GAAP. An unreserved assertion is an unconditional statement. No disclosure of the distinction or breakout of the amount of deemed cost of inventory, OM&S, or stockpile materials included in the opening balances is required.

A20103. Relevant Guidance

A. SFFAS 3, “Accounting for Inventory and Related Property”;

B. SFFAS 21, "Reporting Corrections of Errors and Changes in Accounting Principles, Amendment of SFFAS 7, Accounting for Revenue and Other Financing Sources”;

C. SFFAS 48, “Opening Balances for Inventory, Operating Materials and Supplies, and Stockpile Materials”;

E. Technical Release 18 "Implementation Guidance for Establishing Opening Balances".

A20104. Definitions

A. Deemed Cost. Deemed cost is an amount used as a substitute for initial amounts that otherwise would be required by SFFAS 3 to establish opening balances.

B. Fair Value. Fair value is the amount at which an asset or liability could be exchanged in a current transaction between willing parties, other than in a forced or liquidation sale.

C. Opening Balances. Opening balances are account balances that exist at the beginning of the reporting period. Opening balances are based upon the closing balances of the prior period and reflect the effects of transactions and events of prior periods and accounting policies applied in the prior period. Opening balances also include matters requiring disclosure that existed at the beginning of the period, such as contingencies and commitments.

D. Replacement Cost. A replacement cost is an amount required for an entity to replace the remaining service potential of an existing asset in a current transaction at the reporting date, including the amount that the entity would receive from disposing of the asset at the end of its useful life.

E. Specific Identification. Specific identification is an inventory costing methodology that directly links specifically identifiable items (e.g., serially managed items) with their associated costs.

F. Standard (Selling) Price. Standard price is the latest known representative acquisition cost plus authorized cost recovery rate for each item of inventory and related property. This price is established annually and is often referred to as selling price. Selling price and fair value may or may not be identical due to the intragovernmental nature of some sales.

G. Additional Definitions. See section 0402 for additional definitions.
VOLUME 4, CHAPTER 5: “ADVANCES AND PREPAYMENTS”

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 2009 is archived.

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<td>050101</td>
<td>Revised to comply with October 2014 policy memorandum limiting recording of contract financing payments as advances to only those contract financing payments described in Federal Acquisition Regulation (FAR) 32.4.</td>
<td>Revision</td>
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<tr>
<td>050201.C.2</td>
<td>Revised four-digit general ledger account to Department of Defense (DoD) Standard Chart of Account (SCOA) six-digit account and added appropriate four digit point account.</td>
<td>Revision</td>
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<tr>
<td>050302 and 050303</td>
<td>Moved contract financing payment discussed to Paragraph 050404.</td>
<td>Revision</td>
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<tr>
<td>050401.D.</td>
<td>Added appropriate DoD SCOA accounts and point accounts for recoveries of current year advances and prepayments.</td>
<td>Revision</td>
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<tr>
<td>050401.E.</td>
<td>Added appropriate accounting treatment for recoveries of prior year advances and prepayments, which are treated differently than recoveries of current year advances and prepayments in accordance with the Office of Management and Budget Circular A-11, Section 20.11. Subsequent paragraphs were renumbered.</td>
<td>Addition</td>
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<tr>
<td>050402.F</td>
<td>Revised four-digit general ledger account to DoD (SCOA) six-digit account and added appropriate four digit point account.</td>
<td>Revision</td>
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<tr>
<td>050404</td>
<td>Incorporated policy memorandum and the content from 050202 and 050303 into a single contract financing payment paragraph. Only those contract financing payments described in FAR 32.4 are recorded as advances and prepayments. The remainder are recorded as inventory work in process, construction in process, internal use software in development or expensed.</td>
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</tr>
</tbody>
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CHAPTER 5
ADVANCES AND PREPAYMENTS

0501 GENERAL

050101. Purpose

This chapter describes the principles and policy to be followed by Department of Defense (DoD) Components to account for advances and prepayments made to employees, other Federal Government agencies and non-Federal Government organizations. Advances do not include payments for which performance has occurred. Most contract financing payments are not advances and prepayments. Only contract financing payments delineated as advance payments for non-commercial items described in Federal Acquisition Regulation (FAR) 32.4 are advances and prepayments.

050102. Overview

Advances and prepayments are reported and accounted for in accordance with Statement of Federal Financial Accounting Standards (SFFAS) No. 1, “Accounting for Selected Assets and Liabilities.”

A. The general prohibition against using advances is contained in 31 United States Code (U.S.C.) 3324:

1. Except as provided in this section, a payment under a contract to provide a service or deliver goods for the United States Government may not be more than the value of the service already provided or the goods delivered.

2. An advance of public money may be made only if it is authorized by:
   a. A specific appropriation or other law; or
   b. The President to be made to:

      (1) A disbursing official if the President decides the advance is necessary to carry out:

           (a) The duties of the official promptly and faithfully; and

           (b) An obligation of the Government; or

      (2) An individual serving in the armed forces at a distant station if the President decides the advance is necessary to disburse regularly pay and allowances.
B. Amounts recorded as advances and prepayments must be supported by documentation that clearly shows the basis for the amount recorded and the terms upon which an advance or prepayment is made. Documentation must be readily available for review by auditors.

0502 ADVANCES

Advances are cash outlays made by DoD Components to its employees, contractors, grantees, or others to cover a part or all of the recipients’ anticipated expenses for the cost of goods and services the DoD Component will acquire. Advances are made in contemplation of the later receipt of goods, services, other assets or the incurrence of expenditures. Advances are made only to payees to whom a Component has an obligation and not in excess of the amount of the obligation. Examples include travel advances disbursed to employees, and cash or other assets disbursed under a contract, grant, or cooperative agreement before goods or services are provided by the contractor or grantee.

A. Advances to contractors, and to grantees must be supported by the contracting officer's determination that all statutory requirements are met and that the provisions of FAR Part 32-Contract Financing, subpart 32-402 and DoD FAR Supplement Part 232-Contract Financing, subpart 232-4 are met. These provisions require, among other things, that the contractor give adequate security, advance payments may not exceed the unpaid contract price, the advance payment shall not exceed the contractor's interim cash needs, the advance is necessary to supplement funds available to the contractor, and, the Department of Defense shall benefit from performance prospects, or there are other practical advantages.

B. Advances to foreign countries are authorized by 10 U.S.C. 2396 which provides that:

1. An advance under an appropriation to the Department of Defense may be made to pay for:
   a. Compliance with laws and ministerial regulations of a foreign country;
   b. Rent in a foreign country for periods of time determined by local custom;
   c. Tuition; and
   d. Public service utilities.

2. Under regulations to be prescribed by the Secretary of Defense or by the Secretary of Homeland Security with respect to the Coast Guard when it is not operating as a service of the Navy, an officer of an armed force of the United States accountable for public money may advance amounts to a disbursing official of a friendly foreign country or members of an armed force of a friendly foreign country for:
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a. Pay and allowances to members of the armed force of that country; and

b. Necessary supplies and services.

c. An advance may be made under this subsection only if the President has made an agreement with the foreign country:

(1) Requiring reimbursement to the United States for amounts advanced;

(2) Requiring the appropriate authority of the country to advance amounts reciprocally to members of the armed forces of the United States; and

(3) Containing any other provision the President considers necessary to carry out this subsection and to safeguard the interests of the United States.

C. Advances to foreign governments shall be made as closely as possible to the time they actually disburse funds for costs incurred.

1. Normally, advances shall not be outstanding for more than 90 days. Statements of actual costs incurred in sufficient detail to allow certification of performance by an authorized DoD official must be provided on a monthly basis. Advances to foreign countries may require consultation with the Treasury Department.

2. Advances made pursuant to 10 U.S.C. 2396 must be recorded in account 141000.9000, “Advances and Prepayments”. Subsidiary accounts shall be established for each country and each organization or person to whom the advance is made.

D. Advances must be made only to meet requirements authorized by law. When the conditions under which an advance was made are satisfied, the unused portions of the advance must be collected immediately and returned to the fund from which originally made.

E. Except for DoD personnel receiving advances for travel purposes, all requesting organizations shall prove destitution; i.e., that they are financially unable to perform without DoD financial assistance. Failure to seek financial market assistance is not a valid basis for requesting an advance. Organizations or individuals (other than DoD employees requesting travel advances) requesting advances shall demonstrate that all external financing sources have been exhausted before an advance is authorized. Refer to Volume 1, Chapter 9 for documentation retention requirements.

F. Details concerning advances to military and civilian personnel for pay are included in Volumes 7A and 8.
0503 PREPAYMENTS

Prepayments are payments made by DoD Components to cover certain periodic expenditures before those expenses are incurred. Prepayments are amounts paid for goods and services to provide for future benefits over a specified time period. They apply when it is a generally accepted industry practice to pay for items such as rents, subscriptions, and maintenance agreements in advance of the service being provided and the prepayment is authorized by law. When expenses are prepaid, DoD Components must record the prepayment when it is made. At the end of the fiscal year, prepayments must be reviewed and the expired portion expensed. As a general rule, DoD operation and maintenance appropriations are annual in nature and thus limited to obligations for goods and services required to meet current operating requirements. Prepayments differ from advances in that prepayments relate to transactions that are recurrent in nature and do not provide financing as a precondition of performance.

0504 ACCOUNTING FOR ADVANCES AND PREPAYMENTS

*050401. Accounting Entries for Advances and Prepayments

The DoD USSGL Transaction Library illustrates the accounting entries and United States Standard General Ledger (USSGL) accounts to be used.

A. Advances and prepayments are reduced and an expense is recorded or capitalized as an asset when goods or services are received, contract terms are met, progress is made under a contract, or prepaid expenses expire. Advances and prepayments paid out are recorded as assets. Advances and prepayments received are recorded as liabilities. In the financial statements, advances and prepayments paid out should not be netted against advances and prepayments received.

B. DoD Components must account and report separately the amount of advances and prepayments associated with Non-federal entities and Federal entities.

C. DoD Components must ensure that management controls exist to monitor the use of advances and prepayments made. Unneeded and unused balances must be recovered as soon as information indicates they are excess to the purposes for which originally made.

D. Recoveries of unused advances and prepayments received the same year as the original obligation are recorded as recoupments; i.e., as a debit to account 101000.0120, Fund Balance with Treasury - Funds Disbursed and a credit to 141000.9000, Advances and Prepayments. Additionally, budgetary account 480200.9000, Undelivered Orders - Obligations, Prepaid/Advanced is debited, and budgetary account 461000.9000, Allotments, Realized Resources is credited. This permits the Funds Disbursed account to support the disbursements balances reported on the Standard Form (SF) 133, “Report on Budget Execution and Budgetary Resources.”

E. Recoveries of unused advances and prepayments related to prior year obligations are recorded as a debit to account 101000.0110, Fund Balance with Treasury - Funds Collected and a credit to 141000.9000, Advances and Prepayments. Budgetary account
487200.900, Downward Adjustments of Prior - Year Prepaid/Advanced Undelivered Orders - Obligations, Refunds Collected, is debited and either budgetary account 445000.9000, Unapportioned Authority, or 465000.9000, Allotments - Expired Authority, is credited. These recoveries are designated as collections rather than a reduction of disbursements.

F. Advances represent a current outlay of funds to meet a near or long-term need. As such, they are a negative factor minimizing the Treasury's borrowing requirements. Accordingly, amounts advanced shall be kept to the minimum amounts necessary for the shortest possible time period.

G. Advances must be reviewed periodically to determine whether the amounts advanced are in excess of the recipient's current needs. Amounts determined in excess must be collected from the recipient. The required review must be made at least semiannually. Refer to Volume 1, Chapter 9 for records retention requirements.

050402. Travel Advances

Travel advances represent the outstanding balance of advances made to DoD military personnel and qualifying dependents, civilian employees, and appointees for per diem, transportation, and related expenses incident to travel on authorized official business or change of official duty station. The sources for accounting entries include travel orders, travel vouchers, cash collection vouchers, disbursement vouchers, and journal vouchers.

A. Travel advances shall be minimal and allowed only when necessary. Generally, advances shall not exceed 80 percent of the estimated per diem. Unless otherwise exempted by regulations, use of the Federally mandated Government Travel Charge Card by DoD employees is required in lieu of travel advances.

B. Travel advances must be charged to the appropriations or funds from which reimbursements of travel expenses are to be made. An authorized travel order shall serve as the basis for issuing a travel advance.

C. When authorized travel carries over from one fiscal year to the next, the total balance of all travel advances shall be transferred from the expiring appropriation accounts to the next year's appropriation accounts. Such transfers are to be made at the beginning of the new fiscal year. The transfer documents shall be supported by detailed data on each outstanding advance included in the transfer.

D. Periodically, but at least semiannually, all outstanding advances must be reviewed to determine if the original justification for the advances is still valid. Advances determined to be in excess of the travelers' immediate needs shall be collected from the traveler.

E. Recovery of excess travel advances may occur in the following ways: submission of a travel voucher upon completion of official travel; repayment by the employee to whom the advance was made; or, when necessary, deductions from the employee's pay or other methods provided by law. If the traveler is in a continuous travel status and periodic travel
vouchers are submitted, the full amount of allowable travel expenses may be reimbursed to the traveler without deductions of advances until such time as the final vouchers are submitted.

F. If travel advances are not fully recoverable by deductions from travel vouchers or refunded by the travelers, prompt action shall be taken to recover the outstanding advances by deductions from any amounts due the traveler or by using any other legal means available. In such instances, the travel advance shall be reclassified and recorded as non-federal in USSGL account 131000.9000, “Accounts Receivable.”

G. Subsidiary travel advance accounts shall be established for each appropriation and for each employee. Information in the employee subsidiary account shall include sufficient information to establish an audit trail showing when the advance was made, the authority for the advance, and the date the advance was liquidated.

H. Employees shall be provided a reasonable period of time to repay their travel advances upon completion of travel. As a general rule, 15 calendar days shall be considered sufficient unless evidence is available to indicate a longer or shorter period is justifiable.

050403. Grant Awards

Advance payments to grant award recipients (including amounts drawn against letters of credit) shall be accounted for as advances of the assisting DoD Component until the recipient has performed under the grant agreement. Once the recipient has performed under the grant or agreement, the assisting agency shall record an expense in an amount equal to the cost of the services performed or costs incurred and reduce the advance account by a like amount. Periodically, the advances shall be reconciled with the detailed documentation. Such reconciliations shall be made no less frequently than semiannually. Each advance shall be reviewed periodically to determine whether amounts are in excess of the grantee’s current needs. Amounts determined to be excess shall be collected from the recipient. The timing of the review should be coordinated with DoD grantors so that the review occurs as each grant milestone or reporting requirement is reached. Sources for entries include grant agreements, disbursement vouchers, collection vouchers and reports on grant performance.

*050404. Contract Financing Payments

A. According to FAR 32.001, contract financing payments are authorized disbursements of monies to a contractor prior to the acceptance of supplies or services. Contract financing payments include:

1. Advance payments;
2. Performance based payments;
3. Commercial advance and interim payments; and
4. Progress payments based on cost or percentage of completion.
B. Contract financing payments do not include:

1. Invoice payments;
2. Payments for partial deliveries; or
3. Lease or rental payments.

C. Contract financing payments defined in FAR 32.4 and containing clauses outlined in \( \textit{FAR 52.232-12} \) are recorded as advances and prepayments using USSGL 141000.0200, Advances and Prepayments, Outstanding Contract Financing Payments.

D. Contract financing payments described in FAR 32, Contract Financing, with the exception of advance payments for non-commercial items delineated in FAR 32.4, are not advances. The remaining contract financing payments are recorded as:

1. Account 152600.9000, Inventory Work in Process;
2. Account 172000.0200, Construction in Process;
3. Account 183200.9000, Internal Use Software in Development; or
4. Account 610000.9000, Operating Expenses/Program Costs.

E. Additional information is contained in Table 1.

F. Contract financing payments are more fully discussed in Volume 10, Contract Pay Policy.

050405. Advances to Contractors and Suppliers

Entries to record advances to contractors and suppliers are recorded when advanced to non-federal organizations or individuals under contract for goods and services. Periodically, these advances shall be reconciled with the detailed documentation supporting the advances. Such reconciliations shall be made no less frequently than semiannually. Advances to non-federal organizations shall be made only when authorized by law. Documentation sources to support accounting entries include contracts, receiving and inspection reports accepting goods and services received, and collection vouchers. Refer to Volume 1, Chapter 9 for records retention requirements.

050406. Advances to Government Agencies and Funds

Advances to other Government agencies shall be made only pursuant to law or when such interests are in U.S. national defense. Generally, work performed for the DoD by other Federal Agencies is on a reimbursable or a direct cite arrangement, and funds are transferred to the
performing agency using non-check transfer mechanisms. Sources of entries include interagency agreements, disbursement vouchers, collection vouchers, and receiving and inspection reports.

050407. Advances Made to the General Public

Advances to the general public include pay advances to military personnel, and to foreign nations. Advances in this category shall be made only when authorized by law or regulations as discussed in paragraph 050102.A. Sources for entries for this type of advance include contract documents, inspection and receiving reports, disbursing vouchers, and collection vouchers.

050408. Defense Working Capital Fund (DWCF)

DWCF entities are required to record advances and prepayments in accordance with the policy in this chapter.
### Table 1 – Contract Financing Payments Matrix

<table>
<thead>
<tr>
<th>Contract Type</th>
<th>Payment Type</th>
<th>FAR Clause</th>
<th>Goods</th>
<th>Accounting Treatment</th>
<th>Services</th>
<th>Financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fixed Price</td>
<td>Advance Payment</td>
<td>52.232-12, Advance Payments (Note 1)</td>
<td>141000.0200</td>
<td>Yes</td>
<td>141000.0200</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Performance Based Payment</td>
<td>52.232-32, Performance-Based Payments</td>
<td>152600.9000, 172000.0200, or 183200.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Commercial Advance Payment</td>
<td>52.232-29, Terms for Financing of Purchases of Commercial Items (Note 2)</td>
<td>141000.0200</td>
<td>Yes</td>
<td>141000.0200</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Commercial Interim Payment</td>
<td>52.232-29, Terms for Financing of Purchases of Commercial Items (Note 2)</td>
<td>152600.9000, 172000.0200, or 183200.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Commercial installment payment</td>
<td>52.232-30, Installment Payments for Commercial Items (Note 3)</td>
<td>152600.9000, 172000.0200, or 183200.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Progress payment based on cost</td>
<td>52.232-16, Progress Payments</td>
<td>152600.9000, 172000.0200, or 183200.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Progress payment based on percentage or stage of completion</td>
<td>52.232-5, Payments Under Fixed-Price Construction Contracts</td>
<td>152600.9000, 172000.0200, or 183200.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>Yes</td>
</tr>
<tr>
<td>Cost Reimbursement (excluding Labor Hour and Time &amp; Material)</td>
<td>Interim Payment</td>
<td>52.216-7, Allowable Cost and Payment</td>
<td>172000.0200</td>
<td>Yes</td>
<td>610000.9000</td>
<td>No (Note 4)</td>
</tr>
<tr>
<td></td>
<td>Advance payment</td>
<td>52.232-12, Advance Payments, Alt II (Notes 1 and 5)</td>
<td>141000.0200</td>
<td>Yes</td>
<td>141000.0200</td>
<td>Yes</td>
</tr>
<tr>
<td>Time and Materials</td>
<td>Interim Payment</td>
<td>52.232-7 -- Payments Under Time-and-Materials and Labor-Hour Contracts and 52.216-7 Allowable Cost and Payment</td>
<td>183200.9000 or 610000.9000</td>
<td>Yes</td>
<td>610000.9000</td>
<td>No (Note 4)</td>
</tr>
<tr>
<td>Labor Hour</td>
<td>Interim Payment</td>
<td>52.232-7 -- Payments Under Time-and-Materials and Labor-Hour Contracts</td>
<td>N/A</td>
<td>N/A</td>
<td>610000.9000</td>
<td>No (Note 4)</td>
</tr>
</tbody>
</table>

Note 1: And Alternates as applicable, except for specific rules pertaining to Alt II, shown.

Note 2: Commercial advance payments and commercial interim payments are defined as contract financing in 32.202-1 and 32.202-2.

Note 3: Not listed among types of contract financing payments in 32.001, but referred to as such in 52.232-30 paragraph (a).

Note 4: The definition of contract financing payments at 32.001 excludes interim payments on a cost reimbursement contract for services.

Note 5: Cost type contracts with Advance Payments can have two types of financing, depending on whether the interim payments are financing (see Note 4), as the terms of the 52.216-7 clause still apply to the interim payments.
**Table 2 – General Ledger Accounts**

<table>
<thead>
<tr>
<th>Account Title</th>
<th>Construction in Progress (CIP)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Account Number</strong></td>
<td>172000.0200</td>
</tr>
<tr>
<td><strong>Definition</strong></td>
<td>The amount of direct labor, direct material, and overhead incurred in the construction of general property, plant and equipment (except for information technology software) for which the Federal agency will be accountable. Upon completion, these costs will be transferred to the proper capital asset account as the acquisition cost of the item. This account does not close at yearend.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Account Title</th>
<th>C Internal Use Software in Development</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Account Number</strong></td>
<td>183200.9000</td>
</tr>
<tr>
<td><strong>Definition</strong></td>
<td>The full cost amount incurred during the software development stage of (1) contractor-developed software, and (2) internally developed software, (as defined in FASAB SFFAS No. 10, &quot;Accounting for Internal Use Software&quot;). Upon completion, these costs will be transferred to USSGL account 1830, &quot;Internal Use Software.&quot; This account does not close at yearend.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Account Title</th>
<th>Inventory Work in Process</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Account Number</strong></td>
<td>152600.9000</td>
</tr>
<tr>
<td><strong>Definition</strong></td>
<td>The accumulated cost or value of inventory used in the production process. Work-in-process inventory includes the cost of raw materials, direct labor, and overhead. Upon completion, these costs will be transferred to the proper capital asset account as the acquisition cost of the item. This account does not close at yearend.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Account Title</th>
<th>Advances</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Account Number</strong></td>
<td>141000.0200</td>
</tr>
<tr>
<td><strong>Definition</strong></td>
<td>The advance or prepayment amount on outstanding contract financing payments made in contemplation of the future performance of services, receipt of goods, incurrence of expenditures, or receipt of other assets. Prepayments are expenditures that are generally recurrent in nature. Upon completion, these costs will be transferred to the proper capital asset account as the acquisition cost of the item. This account does not close at yearend.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Account Title</th>
<th>Operating Expenses/Program Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Account Number</strong></td>
<td>610000.9000</td>
</tr>
<tr>
<td><strong>Definition</strong></td>
<td>Operating expenses and program costs not otherwise classified. This account closes at yearend.</td>
</tr>
</tbody>
</table>
VOLUME 4, CHAPTER 6: “PROPERTY, PLANT, AND EQUIPMENT”

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 archived versions are:
Volume 4, Chapter 6 - October 2008
Volume 4, Chapter 6, Annex 3 - July 2006

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<tr>
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CHAPTER 6
PROPERTY, PLANT, AND EQUIPMENT

0601  GENERAL

060101.  Purpose

This chapter prescribes Department of Defense (DoD) accounting policy for Property, Plant, and Equipment (PP&E). The applicable general ledger accounts are listed in the government-wide United States Standard General Ledger (USSGL) contained in Volume 1, Chapter 7, and the accounting entries for these accounts are specified in the USSGL Standard Financial Information Structure (SFIS) Transaction Library. Unless otherwise stated, this chapter is applicable to all DoD Components, including Working Capital Fund (WCF) activities.

060102.  Overview

Within PP&E, two categories have been defined for accounting and reporting purposes. Specific accounting guidance is contained in this chapter for each category of PP&E. These categories are:

A.  General PP&E

B.  Stewardship PP&E
   1.  Heritage Assets
   2.  Stewardship Land

060103.  Definitions

There are two categories of PP&E.

A.  General PP&E

   1.  General PP&E consists of tangible assets that meet all of the following criteria:
       a.  has an estimated useful life of two years or more;
       b.  are not intended for sale in the ordinary course of operations;
       c.  are acquired or constructed with the intention of being used or being available for use by the entity; and
d. has an initial acquisition cost, book value, or when applicable, an estimated fair market value (see paragraph 060202 for definitions of these terms) that equals, or exceeds, DoD capitalization threshold. The DoD capitalization threshold is $100,000, except for real property assets. The threshold for real property assets is $20,000. These thresholds are applicable to assets procured by both General and Working Capital Funds. (See Volume 2B, Chapter 9, paragraph 090103.C.8 for an explanation of the difference between DWCF capitalization thresholds for budget versus accounting.)

2. Assets that had previously been classified as National Defense PP&E, i.e. weapons systems and related support equipment are now classified as General PP&E. (These assets were reclassified as General PP&E in the Statement of Federal Financial Accounting Standards No. 23). These weapons systems are referred to as military equipment. In addition to the requirements of 060103.A.1 (a through d), military equipment items are intended to be used by the Armed Forces to carry out battlefield missions, are referred to as military equipment. Examples include: combat aircraft, pods, combat ships, support ships, satellites, and combat vehicles. Additional guidance follows:

a. Military equipment does not ordinarily lose its identity or become a component part of another article; and is available for the use of the reporting entity for its intended purpose.

b. Intangible assets, such as software, are not considered military equipment; however, the cost of the intangible asset shall be included in the cost of the related military equipment.

c. Military equipment assets are generally functionally complete and should be valued based on the cost of the final assembly, including the cost of embedded items.

3. Bulk purchases of General PP&E items that do not individually meet the capitalization threshold will be expensed. Bulk purchases of General PP&E items that individually meet the capitalization threshold, shall be capitalized and recorded in a property accountability system that is capable of computing depreciation or interfaces with a system that is capable of computing depreciation. A bulk purchase for capitalization purposes is defined as:

a. a single acquisition of many separate items that if purchased individually would not be material, but is material when purchased as a single acquisition, or

b. a single acquisition of many separate items; some of which may be individually material.

4. Materiality, as defined by the Statement of Federal Financial Accounting Standards No. 1, is the degree to which an item's omission or misstatement in a financial statement makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the inclusion or correction of the item.
5. General PP&E is used in providing goods or services, or supports the mission of the entity, and has one or more of the following characteristics:

   a. It could be used for alternative purposes (e.g., by other DoD or federal programs, state or local governments, or nongovernmental entities), but it is used to produce goods or services, or to support the mission of the entity;

   b. It is used in business-type activities;

   c. It is used by entities in activities whose costs can be compared to those of other entities performing similar activities (e.g., federal hospital services in comparison to commercial hospitals).

6. General PP&E also includes:

   a. assets acquired through capital leases, including leasehold improvements (see paragraph 060206);

   b. property under the accountability of the reporting entity even though it may be in the possession of others (e.g., state and local governments, colleges and universities, or contractors);

   c. land, other than Stewardship Land with an identifiable cost that was specifically acquired for, or in connection with, the construction of General PP&E; and

   d. land rights, which are interests and privileges held by an entity in land owned by others, such as leaseholds, easements, water and water power rights, diversion rights, submersion rights, rights-of-way, mineral rights and other like interests in land.

7. General PP&E examples include but are not limited to:

   a. Real Property including Land, Land Rights, and Facilities (includes Buildings; Structures, and Linear Structures)

   b. Construction in Progress

   c. General Equipment

   d. Assets Under Capital Lease

   e. Leasehold Improvements

   f. Internal Use Software

   g. Military Equipment
8. General PP&E excludes items:

a. held in anticipation of physical consumption such as operating materials and supplies;

b. in which the Department has a reversionary interest. For example, the Department sometimes retains an interest in PP&E acquired with grant money in the event that the recipient no longer uses the PP&E in the activity for which the grant was originally provided and the PP&E reverts to the Department.

c. classified as Stewardship PP&E (as described in Section 0603);

d. classified as stewardship investments (nonfederal physical property);

e. that should be expensed as research, development, test, and evaluation (RDT&E) costs, unless they are associated with the development of an end item that is produced for operational use. Equipment such as special tooling and special test equipment, acquired for research and development, which may have alternative future uses and otherwise meets the criteria for capitalization, should be capitalized accordingly.

9. For all WCF activities, all PP&E used in the performance of their mission shall be categorized as General PP&E, whether or not the PP&E meets the definition of any other PP&E category. For stewardship assets coincidentally located on a WCF installation, those assets shall be reported on the General Fund stewardship report for the Military Department that owns that installation.

10. For further discussion of General PP&E accounting policy, see section 0602.

B. Stewardship PP&E. Stewardship PP&E consists of tangible assets classified as either Heritage Assets or Stewardship Land. For further discussion of Heritage Assets and Stewardship Land, see section 0603.

1. Heritage Assets are PP&E of historical, natural, cultural, educational significance; artistic importance (e.g., aesthetic); or with significant architectural characteristics. Heritage Assets are expected to be preserved.

2. Stewardship Land is land and land rights owned by the Federal Government but not acquired for or in connection with General PP&E. “Acquired for or in connection with” is defined as including land acquired with the intent to construct General PP&E and land acquired in combination with general PP&E. Without exception, all land provided to the Department from the public domain, or at no cost, shall be classified as Stewardship Land, regardless of its use. Therefore, public domain or no-cost land used in a General PP&E context shall be reported as Stewardship Land and not reported as General PP&E.
060104. **Acquisition of General PP&E**

A. **General.** When acquiring a General PP&E asset, the purchase cost and other costs necessary to bring the asset to an operable condition (see paragraph 060201.B) are capitalized, in accordance with paragraph 060103.A.1.d. With few exceptions, (e.g. bulk purchases of General PP&E items that do not individually meet the capitalization threshold), all items are subject to capitalization and depreciation if the initial book value is equal to or exceeds the thresholds. If the General PP&E acquisition costs, including other costs necessary to bring the asset to an operable condition, do not equal or exceed DoD capitalization threshold, the costs are expensed in the period incurred.

B. **Documentation**

1. When recording the acquisition cost of a General PP&E asset in the accountable property system of record and/or accounting system, the asset shall be assigned a dollar value as detailed in this chapter. The dollar value will be supported by appropriate documentation. A complete discussion of supporting documentation can be found at paragraph 060106.

2. If documentation is not available (written or electronic), estimates of the cost of the PP&E asset shall be made, and documented for reference as well as estimates for any accumulated depreciation/amortization which would have been taken had the asset been recorded at the time it was acquired. The efforts undertaken and the precision achieved, in making PP&E asset cost estimates shall be proportionate to the materiality and relative significance of the value of the asset involved. Estimates shall be based on:

   a. the cost of similar assets at the time of acquisition, or

   b. the current cost of similar assets discounted for inflation since the time of acquisition (e.g., deflating current costs to costs at the time of acquisition by a general price index).

060105. **Recognition of General PP&E**

A. **General**

1. All General PP&E assets acquired by DoD must be recognized for accountability and financial reporting purposes. Recognition requires the proper accounting treatment (expense or capitalization with depreciation or amortization) and the reporting of capitalized amounts and accumulated depreciation or amortization on the appropriate DoD Component’s financial statements. The DoD Component that procures a General PP&E asset or the DoD Component in possession of a General PP&E asset, most often will be the DoD Component that must account for and report the asset. The exception to this requirement is based on the concept of the preponderant use and is explained in paragraph 060105.B.
2. Recognition of the asset for financial reporting purposes shall occur upon delivery and acceptance to the acquiring DoD Component even though title passage can occur either at the time of delivery (to the DoD Component or an agent of the DoD Component), or at an earlier contractually specified time.

   a. Military Equipment. The recognition date will normally be the date shown on Block 22, Receiver’s Use, of the “Material Inspection and Receiving Report” (DD Form 250) or the equivalent date source under Wide Area Work Flow.

   b. Real Property. The real property assets or capital improvements to an asset shall be capitalized at the date they are placed in service. The placed in service date varies depending on the acquisition method as depicted in the charts below. On the placed in service date, the government assumes liability and the warranties begin for the asset. For example, in the case of a land purchase, the date of delivery or deed execution represents the acceptance date. However, in the case of a constructed asset, the placed-in service date is the date the asset is substantially complete and available for use. This should be the date on the “Transfer and Acceptance of Military Real Property” (DD Form 1354). The date needs to be supported by a source document such as substantial acceptance of the completed asset. At that point, costs are transferred from the construction in progress (CIP) account to the appropriate PP&E account, triggering capitalization and depreciation of the real property asset.

   (1) Placed in Service Date for Acquisition Methods

<table>
<thead>
<tr>
<th>Acquisition Method</th>
<th>Source Document</th>
<th>Acceptance Evidence</th>
<th>Effective Date</th>
<th>Acquisition Date</th>
<th>Real Property Acceptance Placed in Service Date (Depreciation Triggering Event)</th>
<th>Amortization Triggering Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Condemnation</td>
<td>Judgment document</td>
<td>Signed judgment</td>
<td>Date judgment is signed</td>
<td>Date judgment is signed</td>
<td>Acquisition date</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Gifts and donations</td>
<td>Executed acquisition document</td>
<td>Executed acquisition document</td>
<td>Date of acquisition document</td>
<td>Date of acquisition document</td>
<td>Acquisition date</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Lease</td>
<td>Lease</td>
<td>Signed lease</td>
<td>Lease start date</td>
<td>Date lease signed</td>
<td>Not applicable</td>
<td>Lease start date</td>
</tr>
<tr>
<td>New construction (see section (3) below)</td>
<td>DD Form 1354²</td>
<td>Executed interim DD Form 1354 transaction, If no interim is prepared, then final DD Form 1354 transaction</td>
<td>Date specified in DD Form 1354 transaction (e.g., block 9D)</td>
<td>Date final DD Form 1354 transaction is executed</td>
<td>Date interim DD Form 1354 transaction is executed. If there is no interim prepared, then final DD Form 1354 transaction.</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Occupancy agreement</td>
<td>Occupancy agreement</td>
<td>Executed occupancy agreement</td>
<td>Occupancy agreement start date</td>
<td>Occupancy agreement start date</td>
<td>Not applicable</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Acquisition Method</td>
<td>Source Document</td>
<td>Acceptance Evidence</td>
<td>Effective Date</td>
<td>Acquisition Date</td>
<td>Real Property Acceptance Placed in Service Date (Depreciation Triggering Event(^1))</td>
<td>Amortization Triggering Event</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>------------------------------------</td>
<td>----------------------------------</td>
<td>-------------------------</td>
<td>-----------------</td>
<td>------------------------------------------------------------------------------------------</td>
<td>-------------------------------</td>
</tr>
<tr>
<td>Purchase(^3) (can include Exchange)</td>
<td>Deed</td>
<td>Deed delivery/execution</td>
<td>Date of delivery/execution</td>
<td>Date of delivery/execution</td>
<td>Acquisition date</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Reversion</td>
<td>Reversion legal document</td>
<td>Executed reversionary document</td>
<td>Date specified in document</td>
<td>Date reversionary document executed</td>
<td>Re-acquisition date (i.e., date reversionary document executed)</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Transfer between Services</td>
<td>DD Form 1354(^2,4)</td>
<td>Executed DD Form 1354 transaction</td>
<td>Date specified in transaction</td>
<td>Date of DD Form 1354 transaction</td>
<td>Original DoD placed in service date</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Transfer from one federal entity to another</td>
<td>Transfer letter, SF 1334 or DD Form 1354(^2)</td>
<td>Signed document</td>
<td>Date specified in document</td>
<td>Date document signed</td>
<td>Acquisition date</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Withdrawal of public domain land</td>
<td>Letter of withdrawal</td>
<td>Signed letter</td>
<td>Date specified in document</td>
<td>Date specified in document</td>
<td>N/A</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

\(^1\)Depreciation does not apply to land
\(^2\)DD Form 1354 or other document specified in policy
\(^3\)Purchase acquisition method is associated to both the land purchase and land purchase with facilities acquisition scenarios
\(^4\)Secretarial Memo is the transfer document

(2) Placed in Service Date for Improvement Methods

<table>
<thead>
<tr>
<th>Improvement Method</th>
<th>Source Document</th>
<th>Acceptance Evidence</th>
<th>Effective Date</th>
<th>Acquisition Date</th>
<th>Capital Improvement Placed in Service Date (Depreciation Triggering Event)</th>
<th>Amortization Triggering Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital improvement</td>
<td>DD Form 1354(^1)</td>
<td>Executed interim DD Form 1354 transaction. If no interim is prepared, then final DD Form 1354 transaction</td>
<td>Date specified in DD Form 1354 transaction (e.g., block 9D)</td>
<td>Date final DD Form 1354 transaction was executed</td>
<td>Date interim DD Form 1354 transaction is executed. If there is no interim prepared, then final DD Form 1354 transaction.</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

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6-10
6-11

<table>
<thead>
<tr>
<th>Improvement Method</th>
<th>Source Document</th>
<th>Acceptance Evidence</th>
<th>Effective Date</th>
<th>Acquisition Date</th>
<th>Capital Improvement Placed in Service Date (Depreciation Triggering Event)</th>
<th>Amortization Triggering Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leasehold improvement</td>
<td>DD Form 1354⁴</td>
<td>Executed interim DD Form 1354 transaction. If no interim is prepared, then final DD Form 1354 transaction</td>
<td>Date specified in DD Form 1354 transaction (e.g., block 9D)</td>
<td>Date final DD Form 1354 transaction is executed</td>
<td>Not applicable</td>
<td>Date interim DD Form 1354 transaction is executed. If there is no interim prepared, then final DD Form 1354 transaction.</td>
</tr>
</tbody>
</table>

³DD Form 1354 or other document specified in policy

### 3. Construction Projects

Construction in Progress (CIP) is a temporary classification of assets under construction. The costs of new construction and capital improvements are accumulated in a CIP account while the asset is under construction. CIP accounts are only utilized for construction of real property assets and shipbuilding (including ship conversion, alteration, or repair). CIP accounts include all costs incurred to bring the asset to a form and condition suitable for its intended use. The sum of the individual costs in the CIP account will determine the total cost of the asset that is then recorded in the appropriate Property, Plant and Equipment (PP&E) general ledger account.

a. Amounts in the CIP account are transferred to the appropriate PP&E account when the assets are placed in service. Additional costs accumulated in the CIP account after the assets are placed in service will be transferred at the final acceptance of the assets. The original acquisition cost of the asset will be adjusted for this amount and the revised amount will continue to be depreciated over the remaining useful life of the asset.

b. For real property construction projects, such as large-scale capital improvement projects, that are completed in multiple phases, the cost of each phase is transferred from the CIP account to the real property asset account at the time the phase is placed in service. Each facility, therefore, may have one or more placed in service dates, which will be used to initiate the capitalization of each corresponding phase. Each phase shall then be depreciated separately over its estimated useful life.

### 4. For General PP&E assets acquired by a contractor on behalf of a DoD Component (e.g., the DoD Component that will ultimately hold title to the assets), the assets shall be recognized upon delivery or constructive delivery, whether to the contractor performing the service, or to the DoD Component. Delivery or constructive delivery shall be based on the terms of the contract regarding delivery, receipt and acceptance.

a. Payments, in the form of contract financing payments, made to a contractor prior to delivery or constructive delivery of the General PP&E assets are cash disbursements made to a contractor to finance performance under the contract prior to
acceptance of goods or services and do not represent a tangible PP&E asset to the DoD Component. As such, these payments are recorded to USSGL 1410, Advances and Prepayments, until such time as the goods or services are received (see Chapter 5 for additional information).

b. With respect to contractor acquired property, upon completion of the manufacture of the end items for which the contractor acquired property was used and delivery of the contractor acquired property to the Government, contractor acquired property should either be capitalized in the appropriate PP&E account or if the contractor acquired property does not meet the capitalization threshold, such items should be recorded in the appropriate expense account. The amount recognized will be the Contractor’s estimated fully burdened unit cost of contractor acquired property at the time of delivery to the Government.

5. WCF activities are required to recognize and depreciate General PP&E assets in accordance with the guidance in this chapter without regard to whether such assets are procured through a WCF activity’s Capital Purchase/Investment Program budget or whether depreciation for such assets is included in rates charged to customers. The recognition of General PP&E assets and the depreciation of such assets by WCF activities therefore may be different for financial statement reporting purposes than the depreciation amounts used for WCF rate development and budget presentation. All General PP&E depreciation of WCF activities shall be recognized as an expense on the Statement of Net Cost, reflected in the Statement of Changes in Net Position, included in accumulated depreciation amounts on the Balance Sheet, and reported in the “Monthly Report of Operations” (AR (M) 1307) reports. Depreciation recorded on General PP&E that was not acquired nor will be replaced through use of Defense WCF resources shall be classified as non-recoverable for rate setting purposes and reported appropriately on the AR (M) 1307. Defense WCF rates charged to customers are based on guidance in Volume 2B and Volume 11B.

6. To establish proper PP&E financial control when acquiring General PP&E from another DoD Component or federal agency, the acquiring DoD Component shall request from the losing DoD Component or other federal agency, the necessary source information and financial transfer documents, to include unique identifier(s) for the asset(s); location; original acquisition cost(s); cost of improvements; the date the asset was purchased, constructed, or acquired; the estimated useful life; the amount of accumulated depreciation; the condition, if desired; and other relevant information linked to that asset. If this information is not available, the gaining and losing entities must develop and document an estimate to support the financial transfer of the asset. See Volume 12, Chapter 14 for further policy on transfers of DoD real property between Military Departments.

B. Treatment When the Preponderant User of an Asset Is Not the Owner or DoD Component that Purchased the Asset. Legal ownership (i.e., having title to a General PP&E asset), usually, but not always, is the determinant factor when determining which DoD Component recognizes a particular General PP&E asset for accounting and reporting purposes in financial statements. For examples, see the Preponderance of Use Policy in Annex 1. Likewise, the manner in which an asset was purchased does not determine what entity accounts for and reports a real property asset. For example, buildings used by a WCF activity may not have been constructed or acquired with WCF funds. Such buildings, however, generally should be
capitalized and depreciated by the WCF activity and reported on the WCF activity’s financial statements. Such accounting and reporting is required by WCF activities regardless of whether title to such buildings is passed to the local installation when construction is completed. When determining which DoD Component must recognize a General PP&E asset for accounting and financial statement reporting purposes, all four of the following criteria must be met by the recognizing DoD Component:

1. The General PP&E asset must embody a probable future benefit that will contribute to the DoD Component’s operations. In applying this criterion, the concept of benefit has traditionally been referred to as “service capacity” (e.g., the ability of an asset to directly assist the DoD Component in achieving its mission). Service capacity has value because it is consumable or exchangeable for other benefits. For example, a building on a military installation or a piece of equipment provided to a Defense Agency may allow it to achieve the Defense Agency’s mission. The Defense Agency also pays for utilities, maintenance and upkeep of the asset. The exchangeability part of the benefit criterion (the ability to sell, trade or donate the property) need not be present for an item to qualify as an asset in the federal sector, if use of the item provides benefit to the DoD Component. The inability of the DoD Component to exchange the benefit for other benefits does not preclude the asset from meeting this criterion.

2. The DoD Component that reports the General PP&E asset must be able to obtain the benefit and control access to the benefit inherent in the asset. This criterion, control over the benefit, refers to an entity’s ability to direct who derives the benefit, the timing of when the benefit is derived and under what conditions it is derived. Directing the use of the benefit has traditionally been based on possession or the ability to exert significant influence over the benefits; either of which is obtained through legal ownership or an agreement with the owner. In instances when an entity maintains possession of property through agreements that provide for possession for as long as needed, without a termination date, and without reimbursement, such arrangements are generally considered as providing sufficient influence over the use of the property to satisfy the control criterion. Once termination occurs, however, as in the case of a base closing where an entity conducts operations or the decommissioning of an aircraft, control no longer exists; hence, the property will no longer meet the control criterion for the asset. For further policy regarding treating assets on military bases slated for closing, see paragraph 060205.

3. The transaction or event giving a DoD Component the right to, and control over, the benefit of a General PP&E asset must have already occurred. This criterion is an agreement (express or implied) that allows a DoD Component to occupy and use the asset without reimbursement for as long as needed. If the transaction of the event occurs before the end of the reporting period, that DoD Component/predominant user receiving goods or services without reimbursement must impute and record on the financial statements that portion of the asset acquisition costs and associated depreciation expense, as well as the corresponding financing source for the benefits received as outlined in Volume 4, Chapter 17. This also applies to other DoD agencies that are not the predominant user, however, receiving benefits without reimbursement.
4. DoD Components shall only report predominately used General PP&E assets under the accountability of other DoD Components when the cost of those assets, taken as a whole, are material to the predominant user Component’s financial statements. This is in keeping with the concept that each entity’s full cost should incorporate the full cost of goods and services that it receives from other entities. The recognition of full cost is limited to material items or amounts that are significant to the receiving entity and form an integral or necessary part of the receiving entity’s output. Specific examples below illustrate how this policy should be implemented.

a. Military Departments—General Fund. A Military Department shall not recognize or report facilities occupied or assets being predominately used by another Military Department’s installation. For example, if the Air Force is a tenant on an Army installation, and the Air Force is the predominant user of a building on that installation, the Army should report the building on the Army’s financial statements, not the Air Force. This policy recognizes that the Military Departments routinely use each other’s facilities in the normal course of carrying out their missions, and the net effect of this “cross use” of facilities is not material to the Military Departments’ financial statements.

b. Defense Agencies—General Fund. The Defense Agencies that produce financial statements and/or are included in the DoD Consolidated Financial Statements (see Volume 6B, Chapter 1) generally must recognize and report the assets used in their operations. When assets, therefore, are material to the performance of their mission, they shall be recorded on the financial statements. Determinations on reporting other assets must be made on a case-by-case basis using the criteria identified above. All facilities used by the Defense Agencies are under the accountability of the Military Departments. Generally, these facilities are significant to the operation of the agencies and form an integral or necessary part of their output. As such, these facilities are material to the Defense Agencies’ financial statements and shall be reported on the financial statements of the Defense Agencies and excluded from the financial statements of the Military Departments. The Defense Agencies shall coordinate with the Military Departments to ensure completeness and avoid duplicate reporting of General PP&E.

c. Working Capital Funds

(1) General. When a WCF activity is the preponderant user of a General PP&E asset, that WCF activity shall report and depreciate that asset on its financial statements. This requirement exists without regard to whether the WCF activity belongs to a Military Department or a Defense Agency.

(2) Preponderant Use and Improvements. WCF activities funding capital improvements shall report and depreciate such improvements on their financial statements, whether or not the WCF activity is the preponderant user of the facility improved. For example, if the Defense Logistics Agency (DLA) occupies a facility with an Army activity and occupies less square footage in the facility than the Army, but makes a capital improvement to its portion of the facility, the improvement should be recorded in the applicable property records, and the DLA should report and depreciate the improvement on the DLA
financial statements. The same accounting treatment and reporting requirement shall apply if in
the above example DLA is the preponderant user of the facility improved.

d. Medical Facilities and Equipment. The preponderant use
policy outlined above shall not apply to DoD medical activities. While most of the funding for
medical activities is centralized through the Office of the Under Secretary of Defense (Health
Affairs) (OUSD(HA)), the OUSD(HA) does not exercise command and control authority over
medical activities. Hospitals, clinics and other medical facilities are typically located on a
military installation or are otherwise under the command and control of one of the Military
Departments. The essence of the medical mission of such facilities is to serve the personnel and
families working at, or living near, military installations. The military installation, therefore, is
the preponderant user of the medical facility, and all medical General PP&E equipment and
facilities shall be reported on the general fund financial statements of the Military Department
that is accountable for the installation upon which a medical facility resides. This policy is
applicable to General PP&E purchased with General Funds regardless of Department Fund Code
(e.g., TI 17, 21, 57, or 97).

5. Multiple Occupants. When there is more than one user of an asset,
the user that has the greater percentage of usage (e.g., square footage for real property) normally
will be the preponderant user (providing they meet the criteria identified in 060105.B.1-4).

C. Real Property Financial Reporting

1. Effective Date. This policy will be effective with financial
reporting for fiscal year 2011.

2. Reporting of the Real Property Assets on the Balance Sheet

a. As a consequence of provisions within Title 10 U.S.C.
Chapter 159 that govern the acquisition of interests in real property by Military Departments, all
DoD real property must be under the jurisdiction of a designated accountable entity. Chapter 159
provides that the Military Departments have jurisdiction over all DoD real property assets with
the exception of the Pentagon Reservation and certain defense facilities in the national capital
region. DoD Directive 5110.4 directs the Washington Headquarters Service to serve as the
accountable entity for the Pentagon Reservation and such defense facilities.

b. The DoD entity that funds the acquisition of a real property
asset (acquisition entity) will record the acquisition value (recorded cost) (see section 0602) and
associated depreciation (see paragraph 060205) of the asset on its financial statements. The
acquisition entity may be different than the accountable entity. When two or more Defense
entities jointly fund an asset, each acquisition entity will record the acquisition value and
associated depreciation of the asset on the financial statements proportionate to their share of the
assets funding.
c. If the entity that funded the original acquisition is a Defense Agency or reporting entity other than an accountable entity, and the acquisition entity no longer manages or utilizes the asset, the asset should be financially transferred to the entity currently responsible for funding all or most of the operation and sustainment costs. Journal vouchers should transfer the acquisition value (recorded cost) and accumulated depreciation to report the asset on the new entity’s financial statement. Such financial accounting transfers have no impact on asset reporting and accountability in the property system of the accountable entity. If such property becomes vacant but is not taken out of service, then the acquisition entity will financially transfer the asset to the accountable entity using the same procedures described above. Thus the accountable entity reports the acquisition value (recorded cost) of the asset and associated depreciation on its financial statements.

d. The acquisition cost of capital improvements (see paragraph 060204) and associated depreciation are reported on the financial statements of the Defense entity that funded the improvements; such entity may be different than the accountable entity and may be different than the entity that funded the original acquisition of the asset. When two or more Defense entities jointly fund the capital improvements, the acquisition cost of the capital improvements will be reported on the financial statements of each entity proportionate to their share of the funding.

3. Reporting Imputed Cost of Unreimbursed Occupancy Expenses. Statement of Federal Financial Accounting Standards No. 4 (SFFAS No. 4) requires reporting entities to measure and report the full cost of producing outputs (products and services) in general purpose financial reports. SFFAS No. 4 defines the full cost of an output as the sum of (1) the costs of resources consumed by the entity that directly or indirectly contribute to the output, regardless of funding sources and (2) the costs of identifiable supporting services provided by other responsibility segments within the reporting entity, and by other reporting entities. To account for the full cost of a program and its output(s), reporting entities should recognize inter-entity contributions through imputed costs when benefits received are not fully reimbursed. For real property, full costs include goods and services received by the reporting entity from a providing entity that is part of the same Department or part of a larger reporting entity. Goods and services in this case include facility acquisition, operation, sustainment, and capital improvement.

a. Definitions

(1) Reporting Entity. An entity that issues general purpose federal financial reports. The DoD reporting entities are identified in Volume 6B, Chapter 1.

(2) Providing Entity. A reporting entity that provides goods and services to another reporting entity.

(3) Receiving Entity. A reporting entity that receives goods and services from another reporting entity. For real property, this would be the tenant, or in a joint-basing environment, the supported component.
(4) **Supporting Component.** At a joint base, the Military Department who has the authority and responsibility to provide all installation support services to the supported component or tenants.

(5) **Supported Component.** At a joint base, Military Department who receives installation support from the Supporting Component.

(6) **Tenant.** A Military Service, Defense Agency, field activity or other entity that occupies or uses a real property asset where the accountable entity is a different Military Department. At a Joint Base, Military Departments are not tenants, they are either supporting or supported components.

(7) **Operation Cost.** Includes manpower authorizations, peculiar and support equipment, necessary facilities, contracts, and associated costs to plan, manage, and execute these functions: Fire prevention and protection including crash rescue, emergency response, and disaster preparedness; engineering readiness including explosive ordnance disposal, and Prime Base Engineer Emergency Forces; utilities to include plant operation and purchase of commodity; refuse collection and disposal to include recycling operations; pavement clearance including snow and ice removal from roads, piers, and airfields; lease costs for installation real property including off-base facilities; grounds maintenance and landscaping; real property management and engineering services including special inspections of facilities and master planning; pest control; and custodial services.

(8) **Sustainment Cost.** Costs incurred for maintenance and repair activities necessary to keep an inventory of facilities in good working order. It includes regularly scheduled adjustments and inspections, preventive maintenance tasks, and emergency response and service calls for minor repairs. It also includes major repairs or replacement of facility components that are expected to occur periodically throughout the life cycle of facilities. (See paragraph 080105 of Volume 2B, Chapter 8)

(9) **Imputed Cost.** Imputed cost is a reporting entity’s share of an expense not incurred directly, but borne by another reporting entity and not reimbursed. Reporting entities which occupy facilities and/or receive associated installation services without reimbursement to the providing entity, will record the imputed costs of the unreimbursed goods and services on their financial statements. The imputed costs include costs associated with the facility acquisition, operation, sustainment, and capital improvement. The amount of imputed cost to be reported will be proportionate to the entity’s utilization of the asset. In instances where the receiving entity fully reimburses the providing entity, the receiving entity reports the actual cost reimbursed and there is no imputed cost. Imputed costs are unreimbursed costs, therefore if there is full reimbursement there is no imputed cost.

4. **Common Business Scenarios.** Annex 4 depicts common business scenarios and illustrates the implementation of this policy for reporting real property and associated costs, including the imputed costs to be reported on the receiving entities financial statements.
D. Facilities and Equipment Outside the Zone of the Interior (United States, Territories and Possessions)

1. Facilities that are occupied, and equipment that is used, outside the Zone of the Interior, by DoD Components shall be recognized as General PP&E of the occupying/using DoD Component for accountability and financial statement reporting purposes, if such occupation/use meets all of the following criteria. If any of the following criteria are not met, the asset shall not be recognized by the DoD Component:

   a. The General PP&E are occupied or equipment is used without reimbursement to the host nation.

   b. The DoD Component controls access to or use of the facility or equipment.

   c. Use of the facility or equipment is for an unspecified length of time.

   d. The DoD Component maintains and repairs the facility or equipment.

2. Such facilities and equipment include facilities and equipment that were confiscated during military operations, facilities built or equipment procured with the funds of international organizations (e.g., the North Atlantic Treaty Organization) and facilities that were built or equipment procured with the funds of host countries. The fact that such facilities or equipment may be returned to the host country or international organization when the DoD Component permanently leaves such facilities or returns equipment is not a relevant factor for purposes of accounting and financial statement reporting. Due to the unique nature of this type of property, and the fact that it will eventually be returned, the reporting Component has some latitude in the reporting of such property. Specifically, if the property is recorded in the accountable property system of record or accounting records without a historical purchase cost or estimate, and the property would be substantially or fully depreciated, no effort shall be made to determine an estimated purchase cost. DoD Components, however, must comply with all property accountability policies and requirements, as well as comply with appropriate accounting and reporting requirements when capital improvements are made to such property.

3. Such facilities and equipment are not to be considered assets under a capital lease, unless a specific agreement with the host country exists, and the agreement is the equivalent of an installment purchase and meets one of the criteria for a capital lease as specified in paragraph 060206.

4. The quantity and/or value of such facilities and equipment and the unique convertible nature of them shall be disclosed in the General PP&E narrative section (footnotes) of DoD Component’s financial statements.
E. Recognition Uncertainty

1. It is important that the overall accounting records of the Department of Defense and the federal government are not duplicative. Defense Agencies that possess and control (have preponderant use of) PP&E assets that materially contribute to the Defense Agencies’ mission should maintain accounting and financial reporting for such PP&E, regardless of the organization that originally acquired the items or provided the funding for the PP&E. If a Defense Agency prepares financial statements, such PP&E assets should be reported in its financial statements. In situations where doubt exists as to which DoD Component should recognize an asset, DoD Components involved shall reach agreement with the other applicable DoD Components or Federal agencies as to which entity will recognize the PP&E.

2. If an agreement cannot be reached, the matter shall be referred to the Office of the Deputy Chief Financial Officer, Office of the Under Secretary of Defense (Comptroller), for resolution. Requests for resolution shall be accompanied by adequate supporting documentation to assist in resolution of the matter and be submitted through the Financial Management and Comptroller of the submitting Military Department or Defense Agency.

060106. Supporting Documentation

Entries to record financial transactions in accounting system general ledger accounts and/or the supporting subsidiary accountable property records and/or systems must:

A. Be supported by source documents that reflect all transactions affecting the Component’s investment in the PP&E, including:

1. All acquisitions, whether by purchase, transfer from other agencies, donation, or other means, as of the date the DoD Component takes custody of the PP&E. The following documents, where applicable, shall be readily available to support the changes in asset value or physical attributes as a result of new acquisition or capital improvement:
<table>
<thead>
<tr>
<th>Evidence</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unique Identification</td>
<td>Assignment of unique identifier</td>
</tr>
<tr>
<td>Project Approval</td>
<td>Such as, but not limited to a Work Order</td>
</tr>
</tbody>
</table>
| Obligation on Behalf of the Government | Such as, but not limited to:  
1) For contracts, contract modifications, or change orders, the following information is utilized:  
- Statement of Work,  
- Dollar Amount of Contract,  
- Location,  
- Source of Funds,  
- Parties to the Contract, and  
- Signature Page [Signature of All Parties].  
2) Documentation of troop labor hours  
3) Approved Work Order |
| Payment Submitted         | Such as, but not limited to:  
1) Approved last invoice reflecting the total amount submitted for payment and received to date.  
2) Evidence of in-house construction costs, including labor  
3) Indirect Costs incurred internally by the gaining activity that relate to the new acquisition or capital improvement |
| Acceptance                | Such as, but not limited to:  
1) “Material Inspection and Receiving Report” (DD Form 250);  
2) “Request for Transfer of Excess Real and Related Personal Property” (GSA Form 1334);  
3) Interim or final “Transfer and Acceptance of Military Real Property” (DD Form 1354) with associated source documentation retained by the responsible party. Note: All cost information transferred from the CIP account to the real property asset account at the time the asset is placed in service, will be supported by the DD Form 1354.;  
4) Executed acquisition document and appraisal results for the donated assets;  
5) Signed judgment documents for condemnations;  
6) Deed;  
7) Signed lease for leased property;  
8) Letter of withdrawal for property withdrawn from public domain;  
9) Executed Occupancy agreement;  
10) Executed reversionary document;  
11) Transfer letter and documents for transferred assets; and  
12) Collection voucher |
| Project Closeout          | Such as, but not limited to a Final DD Form 1354 with associated source documentation retained by the responsible party. |
2. All disposals or retirements when the PP&E leaves the custody of the DoD Component. The following supporting documentation is required to provide an adequate audit trail for the disposal of a real property asset. The execution of certain disposal events will generate financial or administrative accountability transactions.

   a. ‘Declaration of excess’ document.
   b. Approval documentation (to include disposal of land).
   c. Original acquisition documents.
   d. Legal instruments (such as a deed or contract) to indicate legal obligation to dispose of an asset.
   e. Document showing the disposal start date.
   f. Receipt documentation.
   g. Transfer documents for transferred assets or as otherwise stated.

3. **Document Retention That Supports Cost and Accountability.** Documents that support the recorded cost of General PP&E assets shall be retained by the DoD Component in accordance with the requirements contained in Volume 1, Chapter 9 or as otherwise stated. Documentation (original documents and/or hard and electronic copies of original documentation) shall be maintained in a readily available location, during the applicable retention period, to permit the validation of information pertaining to the asset such as the purchase cost, purchase date, and cost of improvements. The documentation must also be linked to the appropriate unique identifier(s). Supporting documentation may include, but is not limited to, the documentation as outlined above. Component real property asset managers will maintain all applicable documentation for a period, currently 10 years, after disposal as required by the U.S. National Archives and Records Administration.

   B. Include sufficient information indicating the physical quantity, location, and unit cost of the PP&E. The accountable property records shall be designed to be of maximum assistance in making procurement and utilization decisions, including decisions related to identifying potential excess PP&E that may be available for reuse, transfer to other DoD Components, or made available for disposal in accordance with current DoD regulations and other regulatory requirements.

   C. Enable periodic, independent verification of the accuracy of the accounting and accountable property records through periodic physical counts/inventories of PP&E (existence and completeness—“book to floor and floor to book”). Such periodic inventories also shall include reconciling the subsidiary property accountability records and/or
systems with the general ledger accounts and physical accounts. Personal hand receipt self-
validations are not acceptable for meeting the independent verification of physical inventory
requirements. See DoDI 5000.64, “Accountability and Management of DoD-Owned Equipment
and Other Accountable Property,” Paragraph 6.11.

D. Identify and classify PP&E that was capitalized, recorded in the
accountable property system of record or accounting system, and reported in the financial
statements. DoD PP&E that does not meet the capitalization threshold (see paragraph
060103.A.1.d ) shall be expensed for accounting and financial reporting purposes.

E. Be based on the same documents to ensure that entries to the accounting
and accountable property records are the same. This will ensure that the property accountability
records are integrated and subsidiary to the accounting system, and that such records can be
reconciled with the accounting system.

F. Include documents used to accumulate the cost of construction or
developmental projects in either the construction in progress general ledger account for posting
to the applicable PP&E accounts when construction (or construction phase) is accepted and
placed in service or to the appropriate expense accounts if the construction project is terminated
prior to completion. Each document must link to the appropriate asset unique identifier. For a
listing of those costs that may be incurred during the construction, see Annex 2.

G. Include all PP&E possessed by the Department (to include property held
by others) and PP&E of others held by DoD through seizure, forfeiture, loss, or abandonment.

H. Provide information to identify and account for leased PP&E, regardless
of whether the PP&E was acquired by a capital lease or operating lease or whether the value of
the PP&E exceeds DoD capitalization threshold.

I. Provide information to identify and account for capitalized improvements
to PP&E. For examples of capitalized improvements, see Annex 3.

060107. Physical Inventories of PP&E

DoD Components must perform periodic physical inventories of PP&E in accordance
with DoDI 5000.64, “Accountability and Management of DoD-Owned Equipment and Other
Accountable Property,” for tangible equipment, and DoDI 4165.14, “Real Property Inventory
and Forecasting,” for real property.

060108. Deferred Maintenance

DoD Components must report deferred maintenance on PP&E as Required Supplemental
Information (RSI) to the financial statements. The specific RSI reporting requirements are
contained in Volume 6B, Chapter 12.
A. Definitions

1. Deferred maintenance is maintenance that was not performed when it should have been or was scheduled to be and, therefore, is put off or delayed to a future period.

2. For purposes of this policy, maintenance is described as the act of keeping PP&E assets in an acceptable condition. Maintenance includes preventive maintenance, normal repairs, replacement of parts and structural components, and other activities needed to preserve the asset so that it continues to provide acceptable service and achieves its expected life.

3. Maintenance excludes activities aimed at expanding the capacity or capability of an asset or otherwise upgrading it to serve needs different from, or significantly greater than, those originally intended.

B. Policy

1. Deferred maintenance amounts that have a cost that equals or exceeds DoD capitalization threshold (see paragraph 060103.A.1.d) must be reported in the financial statements as Required Supplemental Information for General PP&E.

2. If a DoD Component incurs a material amount of deferred maintenance on General PP&E personal property, then such amounts should be reported in the DoD Component’s financial statements.

3. Maintenance of General PP&E military equipment is accomplished by two different, yet complementary components—depot-level maintenance activities and field-level maintenance activities. For the purposes of this policy, the term “field-level maintenance” includes all nondepot-level maintenance activities (e.g., organizational, intermediate and regional).

   a. Depot-Level Maintenance. Depot-level maintenance includes: major repair, overhaul or complete rebuilding of weapons systems, end items, parts, assemblies, and subassemblies, manufacture of parts, technical assistance, and testing. Material amounts of depot-level deferred maintenance due to the unavailability of funding and/or capacity constraints have been historically reported through the Department’s budget process by the Military Departments. Such amounts are provided annually to the Congress in the President’s Budget submission and also satisfy the intent of the federal accounting standard definition. The same budget submission amounts shall be reported in the financial statements of the Military Departments.

   b. Field-Level Maintenance

      (1) Field-level maintenance comprises maintenance activities at lower organizational levels than depot-level. The Military Departments may or may not separate this level of maintenance into intermediate and organizational maintenance activities when describing the field-level maintenance structure and capability.
(a) Intermediate field-level maintenance includes limited repair of commodity-oriented components and end items; job-shop, bay and production line operations for special mission requirements; repair of printed circuit boards; software maintenance; and fabrication or manufacture of repair parts, assemblies, and components. The intermediate maintenance mission is to sustain the combat readiness and mission capability of supported activities by providing quality and timely materiel support at the nearest location with the lowest practical resource expenditure.

(b) Organizational field-level maintenance is normally performed by an operating unit on a day-to-day basis in support of its own operations. The organizational maintenance mission is to maintain assigned equipment by performing functions such as inspections, servicing, preventive maintenance, and corrective maintenance.

(2) Generally, any year-end amounts of field-level deferred maintenance on General PP&E military equipment whether at the intermediate field-level or organizational field-level, have been determined to be immaterial in amount when compared to depot-level amounts of deferred maintenance. Therefore, the Military Departments shall not report field-level deferred maintenance amounts.

C. Method for Measuring Deferred Maintenance. The method used to determine the estimated amounts of deferred maintenance must be reported in the narrative statement to the Required Supplementary Information Deferred Maintenance Report in DoD Component financial statements. The federal-wide accounting standard permits the use of condition assessment surveys or life cycle cost forecasts to measure deferred maintenance.

1. Condition Assessment Surveys. Condition assessment surveys are periodic inspections of PP&E to determine their current condition and estimated cost to correct any deficiencies. It is desirable that condition assessment surveys be based on generally accepted methods and standards consistently applied.

2. Life-Cycle Cost Forecasts. Life-cycle costing is an acquisition or procurement technique, which considers operating, maintenance, and other costs in addition to the acquisition cost of assets. Since it results in a forecast of maintenance expense, these forecasts may serve as a basis against which to compare actual maintenance expense and estimate deferred maintenance.

D. Required Supplementary Information. The specific RSI reporting requirements related to deferred maintenance on PP&E are contained in Volume 6B, Chapter 12.

060109. Environmental Liabilities/Cleanup Costs

The accounting policy for environmental liabilities/cleanup costs pertaining to PP&E is contained in Chapter 13.
0602 ACCOUNTING FOR GENERAL PP&E

060201. Asset Recognition

A. General. The recorded cost of General PP&E assets is the basis for computing depreciation or amortization and may be greater than the purchase cost, book value, or fair market value, since the recorded cost may include additional ancillary costs. See paragraph 060201.B for examples of ancillary costs. The following defines and prescribes the use of recorded cost, book value and fair market value when recording the cost of newly acquired General PP&E assets.

1. Acquisition Cost. Acquisition cost is the original purchase, construction or development cost, net of (less) any purchase discounts. Purchase discounts lost and late payment interest expenses shall not be included as a cost of the asset; rather, such costs shall be recognized as operating expenses.

2. Book Value. Book value is the recorded cost of a General PP&E asset, less its accumulated depreciation.

3. Fair Market Value/Fair Value. Fair market value (also known as fair value) is an unbiased, equitable or just value based on the cost of a similar asset or the price that an impartial buyer would be willing to pay for the asset or a similar asset.

B. Recorded Cost. The recorded cost (also referred to as acquisition value) shall include all amounts paid to bring the property to its form and location suitable for its intended use. In addition to the amount paid to the vendor, additional ancillary costs that are identifiable shall be included in the recorded cost. Examples include the following:

1. government-furnished property installed in end items, e.g., engines installed in aircraft;

2. an appropriate share of the cost of government-furnished materials used in the production of end items;

3. transportation charges to the point of initial use;

4. handling and storage costs;

5. labor and other direct or indirect production costs (for assets produced or constructed);

6. engineering, architectural, and other outside services for designs, plans, specifications, and surveys;

7. acquisition and preparation costs of buildings and other facilities;
8. an appropriate share of the cost of the equipment and facilities used in construction work;
9. fixed equipment and related installation costs required for activities in a building or facility;
10. direct costs of inspection, supervision, and administration of construction contracts and construction work;
11. direct cost of maintaining the Program Management Office, if material;
12. legal and recording fees and damage claims;
13. fair value of facilities and equipment donated to the Department;
14. interest paid (not including late payment interest penalties); and
15. prorated share of nonrecurring cost associated with the development and production of the equipment. When documentation to support the original acquisition value is unavailable, estimates based on the latest cost of similar assets (at the time of acquisition) should be used, or the latest cost of similar assets or replacement value discounted for inflation since the time of acquisition. Such methods and/or sources when used shall be applied consistently.

C. Method of Acquisition Determines Recorded Cost

1. Purchased PP&E. The cost to be recorded for General PP&E acquired by purchase from a third party (private, commercial, or government) shall be its purchase contract cost plus applicable ancillary costs. For purposes of this guidance, purchase includes procurements of General PP&E by cash, check, or installment or progress payments on contracts.

2. Constructed PP&E. The costs of General PP&E real property assets while under construction, as described in Annex 2, are recorded to the USSGL construction in progress account. These costs include the costs of project design and actual construction such as labor, materials, and overhead costs. Upon the asset’s placement in service, these costs shall be transferred to the proper General PP&E asset account as the recorded cost of the asset. During the construction of General PP&E, if it is determined that the cost will not exceed DoD capitalization threshold (see paragraph 060103.A.1.d), the costs of the construction project shall be expensed in the period the determination is made. Generally, the cost of demolition of a building is expensed; however, if an existing building is razed as part of site preparation for a new building, the cost of the demolition is included in the cost of the new building.
3. **Donated PP&E.** The cost to be recorded for General PP&E acquired through donation, execution of a will or judicial process excluding forfeiture, shall be its estimated fair value at the time acquired by the Department. The fair market value (also known as fair value) is an unbiased, equitable value based on the cost of a similar asset or the price that an impartial buyer would be willing to pay for the asset or a similar asset.

4. **Exchanged PP&E.** The cost to be recorded for General PP&E acquired through exchange between the Department and a nonfederal entity shall be the fair value of the PP&E surrendered at the time of exchange. If the fair value of the PP&E acquired is more readily determinable than that of the PP&E surrendered, the cost shall be the fair market value of the PP&E acquired. If the fair value cannot be determined, the cost of the PP&E acquired shall be the cost recorded for the PP&E surrendered, net of any accumulated depreciation. Any difference between the net recorded amount of the PP&E surrendered and the cost of the PP&E acquired shall be recognized as a gain or loss. In the event that cash consideration is included in the exchange, the cost of General PP&E acquired shall be increased by the amount of cash consideration surrendered or decreased by the amount of cash consideration received. If the DoD Component enters into an exchange in which the fair value of the PP&E acquired is less than that of the PP&E surrendered, the PP&E acquired shall be recognized at its cost, as described previously and subsequently reduced to its fair value. A loss shall be recognized in an amount equal to the difference between the cost of the PP&E acquired and its fair value. This guidance on exchanges applies only to exchanges between a DoD Component and a nonfederal entity. Exchanges between a DoD Component and another DoD Component or federal agency shall be accounted for as a transfer.

5. **Capital Leases.** A lease meeting any of the criteria at 060206.E and meeting the capitalization thresholds at 060103.A.d. shall be classified as a capital lease. The cost recorded for General PP&E acquired under a capital lease shall be equal to the amount recognized as a liability for the capital lease at its inception, plus any cash paid or other consideration given. Specific guidance on capital leases is provided at paragraph 060206.

6. **Seized and Forfeited PP&E.** The cost recorded for General PP&E acquired through seizure or forfeiture shall be its fair market value, less an allowance for any liens or claims from a third party.

7. **Vested and Seized Property During Times of War.** See Volume 12 for discussion of vested and seized property during times of war.

8. **Transferred PP&E.** The cost recorded for General PP&E transferred from another DoD Component or federal agency shall be the cost recorded on the transferring entity’s books for the PP&E, net of any accumulated depreciation. If the receiving DoD Component cannot reasonably ascertain those amounts, the cost of the asset shall be its fair value at the time of transfer.

9. **PP&E Acquired by Trade-In.** The cost to be recorded for a General PP&E asset acquired when trading in another General PP&E asset shall be equal to the sum of the book value of the asset traded plus any cash paid or liabilities assumed for the new
asset. The book value is the recorded cost of a General PP&E asset, less its accumulated depreciation.

060202. Real Property

See section 060105.A.2 for detail on acquisition or improvement methods for real property assets.

A. Land and Land Rights (Account 1711)

1. The Land and Land Rights account is used to record the purchase cost of DoD-controlled land. When the purchase cost cannot be determined, the estimated fair market value shall be used. Land and Land Rights accounts include not only the land but also the rights to it, such as easements. Land is regarded for accounting purposes as a non-wasting asset. As such, land is not subject to depreciation. The purchase cost of land includes the purchase price, broker’s commission, fees for examining and recording the title and surveying, and any razing and removal costs (less salvage proceeds) of structures on the land. Periodic DoD payments for land rights are accounted for as a period operating expense.

2. Accounting entries used for this account are specified in the USSGL SFIS Transaction Library. Sources of entries to this account include invoices, payment vouchers, documented estimates indicating source of estimates, sales records, and documented transfers and losses. See paragraph 060106.A for a more complete list.

B. Construction in Progress (Account 1720)

1. See paragraph 060105.A.3 for definition and additional information for construction projects.

2. Real Property CIP Process. A CIP account will be created when either of the following triggering events occurs: (1) work order and funding authorizations are received for an in-house minor construction project; or (2) design and fund authorizations are received for construction projects performed by an agent. Either of these triggering events could affect work to be completed on an existing facility or a new construction project. Note that preliminary planning cost accumulated prior to design authorization must be expensed and not be captured in the CIP account.

a. A service-unique project number will be assigned by the Component to each approved real property construction project. At least one Real Property Unique Identifier (RPUID) will be assigned or obtained by the real property accountable Component when the CIP account is created. Upon receiving official authorization to perform work on a real property construction project, the sponsoring entity will obtain and assign an RPUID from the real property accountable Component for each real property asset that will result during the construction. A sponsoring entity is defined as the military department, DoD agency or combatant command that sponsors the construction project. DoD agencies and combatant commands are not authorized to own real property; as such, these assets are under the
jurisdiction and held in the inventory of the real property accountable Component for the site where the asset is located. CIP costs will be tracked by both the Service-unique project number and the RPUID to ensure visibility, traceability, and accountability. A project may include one or more real property asset and corresponding RPUIDs. All costs to be capitalized for a construction project will be accumulated in the CIP account. A CIP account must be linked to at least one primary RPUID but may be linked to multiple RPUIDs to provide traceability for all construction costs incurred. A reasonable allocation methodology should be established to assign project costs periodically as the costs are incurred to all corresponding RPUIDs, no later than the time the assets are placed in service (interim acceptance).

b. Any indirect project cost must be allocated across CIP accounts periodically as they are incurred, and no later than final acceptance based on the direct cost of the asset as a percentage of the total direct cost of all assets in the project. Thus, the full cost of real property assets can be adequately captured and reported.

c. The relationship among projects, RPUID and the CIP accounts are provided in Figure 6-1.

FIGURE 6-1: RELATIONSHIPS AMONG A CONSTRUCTION PROJECT, RPUID AND CIP ACCOUNTS
3. **Real Property CIP Business Rules.** The following encapsulates the business rules that shall be applied in managing CIP throughout its life cycle:

   a. **Creation of Real Property CIP Account.** When a DoD entity is constructing a real property asset to be transferred to another DoD entity under allocations or allotments, the constructing entity must accumulate cost in a CIP account for the benefit of the fund owner. When a DoD entity is constructing a real property asset to be transferred to another DoD entity on a cost reimbursable basis, the constructing entity must accumulate cost in an accounts receivable to be billed to the sponsoring entity since project inception. The billed costs are recorded in the corresponding CIP account by the sponsoring entity.

     (1) When there is a cost-shared project between Federal and non-federal entities, a CIP account must only be created if the asset is federally owned. Only the Federal share of construction costs for real property being constructed on federal property, in conjunction with a non-federal project (e.g. state or other entity), should be captured in a CIP account. In the case of a cost-shared project between DoD and another Federal agency (e.g. Department of State), only the DoD share of construction costs for real property being constructed on DoD property should be captured in a CIP account within DoD’s financial statements. At the time the asset is placed in service, the asset shall be recorded at its full value in the appropriate general PP&E account of the accountable Component, when the asset is constructed on a federal property.

     (2) For cost-shared projects where the Federal Government is the construction agent and constructing a non-federal asset, the cost is accumulated in an accounts receivable to be billed to the customer. If the Federal Government is not the construction agent and the asset is not federally owned, the Federal Government’s share of construction cost must be expensed as incurred. If the asset’s final ownership was not determined at project design, this cost must be relieved from the CIP account and expensed to the general ledger, when it is determined that the asset will not be federally owned.

   b. **Relief of the Real Property CIP Account.** The CIP account is relieved when an asset or an improvement to an asset is placed in service, at which point the cost accumulated to date in the CIP account must be transferred to the appropriate General Property Plant and Equipment (PP&E) account and recorded in the real property inventory. Once the asset is placed in service, each additional cost incurred must be recorded in the CIP account until final acceptance, and then transferred by RPUID to the appropriate General PP&E account. After real property final acceptance, each additional project cost must be expensed and must not be included in the CIP account. For a real property construction project, all costs for improvements that increase the useful life, efficiency, capacity, or size of an existing asset, or modifies the functionality or use of an asset, shall be capitalized.

     (1) To ensure the real property asset is recorded at its full cost, the recorded cost of the asset placed in service must equal the sum of all construction and design costs. A comprehensive list of cost types are outlined in Annex 2. In addition, the sponsoring entity of a real property construction project must ensure that all costs incurred by the
sponsoring entity are provided to the construction agent on a formal document for inclusion in the full cost of the asset, prior to acceptance by real property accountable Component.

(2) The real property accountable officer will provide a copy of the executed “Transfer and Acceptance of Military Real Property” (DD Form 1354) to the sponsoring entity at the acceptance transaction, if the sponsoring entity is not the real property accountable Component for the asset. For an accepted real property asset, and for the purpose of an audit trail, the government’s project construction agent and/or the sponsoring entity must provide the real property accountable officer with the list of auditable supporting documentation that must be provided, including their location. The accountable officer, in turn, must ensure the documentation is retained in accordance with applicable laws, regulations and instructions.

(3) If a construction project is cancelled, each cost accumulated in CIP accounts must be expensed. When a portion of a project is cancelled or decreased in scope, the cost directly associated to that portion of the project, and an allocated portion of the common cost in the CIP, must be expensed. All projects deferred for more than two years must be reviewed for continuance or cancellation during the review cycle.

c. Reporting of Real Property CIP Account. The sponsoring entities shall continue to report CIP on their financial statements, proportionate to their shares of investment, until the real property asset is accepted by the accountable Component. The minimum information associated with the CIP amount reported for financial statement preparation purposes must include the Customer Project Number, Project Fund Code(s), Project Detail Cost, Project Organization Code(s), Programmed Amount, and RPUID(s).

When portions of CIP for the same project are reported by multiple entities (construction agent and sponsoring entity), the portions must tie to the total amount of CIP reported for the project. To ensure traceability, CIP costs must be tracked by both the Service-unique project number and the RPUID; the same project number must be used for all phases of the construction project regardless of the performing entity. For a specified project, and for the purpose of an audit trail of the CIP account, the government’s project construction agent and/or the sponsoring entity must retain the supporting documentation for their respective portion(s) of the project to which they have fiscal accountability. For additional information regarding representative documentation for a construction project, refer to section 060106.

* 4. Accounting entries used for this account are specified in the USSGL SFIS Transaction Library.

* C. Buildings, Improvements and Renovations (Account 1730). The Buildings, Improvements and Renovations account is used to record the purchase cost of DoD-controlled buildings, improvements and renovations. When the purchase cost cannot be determined, the estimated fair market value of buildings and the cost of placing such assets in the form intended for use shall be recorded less any accumulated depreciation or amortization which would have been taken had the asset been recorded at the time it was acquired. Reference
paragraph 060201.C. for assistance in determining recorded costs or acquisition value. The account also is used to record capitalized improvements or renovations to existing buildings. Accounting entries used for this account are specified in the USSGL SFIS Transaction Library.

D. Other Structures and Facilities (Account 1740). The Other Structures and Facilities account is used to record the cost of DoD-controlled utilities and improvements to structures and facilities not classified as buildings. Examples include, but are not limited to, fences, roads, bridges, utilities, rail lines, and fuel storage facilities. When the acquisition cost cannot be determined, the estimated fair market value and the cost of placing such assets in the form intended for use shall be recorded less any accumulated depreciation or amortization which would have been taken had the asset been recorded at the time it was acquired. The account also is used to record capitalized improvements to other structures and facilities. Accounting entries used for this account are specified in the USSGL SFIS Transaction Library.

060203. Equipment (Account 1750)

The Equipment account is used to record the capitalized cost of tangible equipment items of a durable nature that are used by DoD in providing goods and services. Equipment also is referred to as personal property. This account excludes computer software (SGL Account 1830), but includes Automated Data Processing (ADP) systems and hardware (computers and peripherals).

A. ADP Systems/Hardware

1. Definition. An ADP system for accounting and financial statement reporting purposes consists of dedicated equipment or components linked together and used in the performance of a service or function in support of a mission of a DoD Component, command or installation. This definition should not be confused with budgetary or property accountability policy and/or regulations which may be different. ADP systems for the purpose of this definition and the requisite accounting treatment are typically referred to as mainframe or mini computer systems and generally, do not include personal computers linked to a central server and used in an office environment. ADP systems shall be capitalized and depreciated when the total cost of the system (considering the individual components as a whole system) equals or exceeds the DoD capitalization threshold (see paragraph 060103.A.1.d) and has an expected useful life of two years or more.

2. Personal Computers (PCs). PCs that are not organic to an ADP system (attached PCs and used solely for the operation of the ADP system) are excluded from the accounting and financial statement reporting definition of an ADP system. The cost of such PCs, therefore, is not included in the capitalized cost of an ADP system. Such nonorganic PCs are expensed in the year acquired, since the cost of the individual PCs does not equal or exceed the DoD capitalization threshold.

B. Accounting Entries. The Equipment account is used to record the cost of ADP hardware/systems (personal property) and other equipment in use by DoD Components. Accounting entries used for this account are specified in the USSGL SFIS Transaction Library.
The account also is used to record the cost of improvements to equipment/personal property that meet DoD capitalization threshold. The policy for improvements is provided in paragraph 060204.

060204. Improvements to Existing General PP&E

A. Definition. The costs to improve a General PP&E asset shall be capitalized when the costs of the improvement increase the General PP&E asset’s capability, size, efficiency, or useful life. In addition, the cost of an improvement shall be capitalized only when the cost of the improvement equals or exceeds DoD capitalization threshold (see paragraph 060103.A.1.d), regardless of funding source. Applicable improvements shall be capitalized and depreciated in accordance with the criteria described in Annex 3. Capital improvements which extend the life of the asset will be depreciated over the revised remaining extended useful life of the asset. Capital improvements which do not extend the useful life of the asset but have the same useful life as the remaining useful life of the General PP&E asset will be depreciated over the remaining useful life of the asset. Capital improvements which increase the asset’s capability, size or efficiency but have an expected useful life that differs from the useful life of the General PP&E asset are depreciated separately. Capital improvements to assets which have already been fully depreciated will be depreciated based on the recovery periods identified in Table 6-1. For real property, improvements shall be capitalized and depreciated in accordance with the business rules for Construction in Progress (CIP) identified in Section 060202.B or the capital improvement depreciation cases presented in Annex 3. For depreciable periods, see Table 6-1 “DoD Standard Recovery Periods for Depreciable General PP&E Assets.

Improvements that do not increase an asset’s capacity, size, efficiency, or useful life, regardless of the cost of the improvement, shall be expensed. Improvement policy applicable to specific types of property follows:

B. Maintenance. Maintenance and repair costs are not considered capital improvements, regardless of whether the cost equals or exceeds DoD capitalization threshold. Maintenance is the work required to preserve and maintain equipment or real property in such condition that it may be effectively used for its designated functional purpose. Maintenance costs associated with personal property (e.g., maintenance contracts for equipment and software) shall be expensed. Maintenance also includes cyclic work done to prevent damage that would be more costly to restore than to prevent (e.g., painting).

C. Repair. Generally, PP&E personal and real property repair costs shall be expensed. When repair is by replacement, the repair may be expensed or it may be capitalized. According to USC Title 10, Subtitle A, Part IV, Chapter 169, Subchapter I, § 2811 Repair of Facilities, “the term “repair project” means a project to restore a real property facility, system, or component to such a condition that it may effectively be used for its designated functional purpose.” When repairing a real property facility, the components of the facility may be repaired by replacement, and the replacement can involve upgrading to current building standards and codes. Such replacements (repairs) may or may not be an improvement for accounting purposes. Crucial to the determination of whether a replacement is a repair or an improvement is the intent behind the replacement. Repair by replacement that is expensed, occurs when a facility or facility component has failed, is in the incipient stages of failing or is no longer performing the
functions for which it was designated. Replacements falling into this category shall be expensed. If the replacement was undertaken to improve or expand the efficiency of an asset that was in good working order, then the replacement is an improvement. A roof or a heating and air conditioning system that is replaced due to the failing of the existing asset shall be classified as a repair and shall be expensed, even if the replacement incorporated a better quality and longer life shingle or a more efficient heating and air conditioning unit. Repair by replacement does not include rebuilding entire structures within the same physical area (footprint).

D. Per Unit Costs. The cost of improvements to more than one General PP&E asset as identified by a unique identifier, when performed under a single contract or work order and that cannot be specifically identified by asset, shall be capitalized only if the allocated cost per General PP&E asset equals or exceeds the DoD capitalization threshold. When more than one improvement is made to a single building and the improvements are part of one overall effort to increase the building’s capacity, size, or useful life; the sum of the costs of the improvements shall be capitalized, if the summed costs equal or exceed DoD capitalization threshold. This is required even when the improvements are funded separately. Once a determination has been made that the aggregate costs of the improvements will be capitalized, each improvement should be capitalized and depreciation placed in service.

* E. Accounting entries for this account are specified in the USSGL SFIS Transaction Library.

060205. Depreciation

* A. General. DoD General PP&E assets are those assets that have a recorded cost (see 060201.B) that equals or exceeds DoD capitalization threshold and have a useful life of two years or more--often called “capital assets” or “fixed assets.” DoD General PP&E includes all capital assets that are not Heritage Assets or Stewardship Land. DoD General PP&E shall be capitalized and, with the exception of land and land rights of unlimited duration, shall be depreciated. Land rights that are for a specified period of time shall be amortized (depreciated) over that time period. Such capitalized amounts, as well as associated amounts of accumulated depreciation and depreciation expense, shall be reflected in DoD financial statements. Accounting entries for depreciation accounts are specified in the USSGL SFIS Transaction Library.

B. Definition of Depreciation for Military Equipment. Depreciation is the systematic and rational allocation of the acquisition cost of an asset, less its estimated salvage or residual value, over its estimated useful life. Estimates of useful life of military equipment must consider factors such as usage, physical wear and tear and technological change.

C. Method of Depreciation. Department of Defense policy permits the use only of the straight-line method of depreciation, except for military equipment. For military equipment, an activity-based method of depreciation, which recognizes the change in an asset's value as a result of use rather than time, may also be used.
D. **Salvage Value.** The salvage value, also known as the residual or scrap value, is the amount that would be expected to be obtained from selling the asset at the end of its useful life, but only when such proceeds (from recycle, resale, or salvage) are permitted to be retained and used by the DoD Component. Typically, personal property (e.g., vehicles, ADP and equipment) will not have a salvage value. If the asset is to be traded in on a new asset, the salvage value is the expected trade-in value. For purposes of computing depreciation, military equipment and real property assets (e.g., buildings, facilities and structures) do not have salvage values.

E. **Depreciable Basis.** The depreciable basis of a General PP&E asset is the recorded cost reduced by the asset’s salvage value, if such salvage value exceeds 10 percent of the asset’s cost. If the salvage value is 10 percent or less of the asset’s cost, the salvage value is not considered material for purposes of calculating depreciation, and therefore, should not be considered when determining the depreciable basis. (In other words, if the salvage value is less than or equal to 10 percent of the asset’s cost, the depreciable basis should be the same as the recorded cost.) Land is not subject to depreciation. Land rights that are for a specified period of time shall be amortized over the specified time period. When land and a building are purchased together, the depreciable basis for the building is the total purchase cost less the actual cost, or estimated value of the land.

F. **Useful Life.** For purposes of computing depreciation on DoD General PP&E assets, specific recovery periods are prescribed. Table 6-1 reflects the recovery periods to be used for DoD General PP&E, except for military equipment. With respect to military equipment:

1. Depreciation of military equipment and the estimated useful life for military equipment will be based on data provided by the military equipment Program Managers and valued by the OUSD (AT&L) Property, Plant and Equipment Policy Office.

2. Proper supporting documentation must be retained by the program office to justify the estimated useful life of the program. Examples of proper documentation are engineering estimates, operational requirements documents, mission needs statements, commercial industry-equivalent information, contracts, and acquisition documents (such as the Select Acquisition Report).

G. **Commencement of Depreciation.** In the case of tangible assets, the event that triggers the calculation of depreciation is the date of receipt shown on the asset receiving document or the date installed and placed in service (regardless of whether it is actually used). In the case of constructed PP&E, the costs of constructing the PP&E shall be recorded as construction in progress until it is placed in service, at which time the balance (total construction costs) shall be transferred to General PP&E in accordance with the tables presented in Section 060105.A.2.b. For real property assets, depreciation shall commence when the facility is placed in service, regardless of whether the facility is fully occupied or in use. The actual commencement of depreciation shall be based on either of the following methods:
1. **Month Available for Service Method.** Under the Month Available for Service Method, the month the asset was available for use, regardless of whether it was actually used, is the month used to commence the calculation of depreciation expense for the first year.

2. **Mid-Year Convention Method.** Under the Mid-Year Convention Method, six months of depreciation is computed and expensed in the first and last year of an asset’s useful life, regardless of the actual month the asset was placed in, or removed from, service.

H. **Excess of Useful Life.** If an asset remains in use longer than its estimated useful life, it shall be retained in the accountable property system of record, as well as the accounting records, and reflect both its recorded cost and accumulated depreciation until disposition of the asset.

I. **Calculation of Depreciation.** Except for military equipment, depreciation expense shall be calculated and accumulated using the straight-line method based on the recorded cost less salvage value and divided equally among accounting periods during the asset’s useful life based on recovery periods in Table 6-1. Salvage value will be used in the calculation only if it exceeds 10 percent of the cost of the asset. Depreciation of military equipment and the estimated useful life for military equipment will be based on data provided by the military equipment Program Managers and valued by the OUSD (AT&L) Property, Plant and Equipment Policy Office.

J. **Recovery Periods.** Table 6-1 prescribes the recovery periods (useful lives) that shall be used for depreciable General PP&E assets.

**TABLE 6-1 DOD RECOVERY PERIODS FOR DEPRECIABLE GENERAL PP&E ASSETS**

<table>
<thead>
<tr>
<th>Description of General PP&amp;E Assets</th>
<th>Recovery Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Purpose Vehicles (Includes Heavy Duty Trucks and Buses); ADP Systems and Hardware (Computers and Peripherals); High Tech Medical Equipment; Equipment used in Research, Development, Test and Evaluation (RDT&amp;E); Radio and Television Broadcasting Equipment; and Software</td>
<td>5 Years*</td>
</tr>
<tr>
<td>Improvements to 5-Year Recovery Period Property (Personal Property)</td>
<td></td>
</tr>
<tr>
<td>All Other Equipment, Machinery and Software**</td>
<td>10 Years</td>
</tr>
<tr>
<td>Improvements to 20-Year Recovery Period Property</td>
<td></td>
</tr>
</tbody>
</table>
Vessels, Tugs, Barges and Similar Water Transportation Equipment (Non-Military Equipment vessels/ships)  
Steam (12.5K pounds per hour or more) and Electric Generation Equipment (500 Kilowatt or more), Sewers and Other Utilities (including such things as fiber optic cable)  
Fences, Roads, Bridges, Towers, Ship and Railroad Wharves and Docks, Dry Docks, Fuel Storage Facilities and Other Real Property Structures.

**Improvements to 40-Year Recovery Period Property**

<table>
<thead>
<tr>
<th>Property</th>
<th>Recovery Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Buildings, Hangers, Warehouses, Fuel Storage Buildings, Air Traffic Control Towers, and Other Real Property Buildings</td>
<td>40 Years</td>
</tr>
<tr>
<td>Improvements to Leased Buildings and Other Real Property (Leasehold Improvements)</td>
<td>Remainder of Lease Period or 20 Years Whichever Is Less</td>
</tr>
<tr>
<td>Land Rights of Limited Duration</td>
<td>Over the Specified Duration</td>
</tr>
</tbody>
</table>

* A recovery period of less than 5 years is permitted when the acquiring DoD Component is certain that the useful life of an asset is at least 2 years but less than 5 years. In such circumstances, the recovery period shall be the known useful life (2-4 years, as appropriate).

** Depending on the nature of the software, it may be depreciated over a period of less than 5 years, 5 years or 10 years. The determining factor should be the actual estimated useful life of the software consistent with that used for planning the software’s acquisition.

K. **Recovery Period of Less Than Five Years.** If a DoD Component determines that a newly acquired General PP&E asset costing more than the DoD capitalization threshold has a useful life of at least 2 years, but less than 5 years, the Component can elect to depreciate the asset over a recovery period that more accurately reflects its useful life (2-4 years, as appropriate). The DoD Component making this election must document the basis for that decision and cannot change the recovery period once depreciation/amortization has been started.

L. **Disposal of Depreciable PP&E**

1. General PP&E shall be removed from general PP&E accounts and transferred to Other General PP&E (Account 1890) along with associated accumulated depreciation/amortization, if prior to disposal, retirement or removal from service, it no longer provides service in the operations of the entity. This could be either because it has suffered damage, becomes obsolete in advance of expectations, or is identified as excess. It shall be recorded in an appropriate asset account at its expected net realizable value. The net realizable value amount is defined as the expected earnings from the disposal of a real property asset less any costs necessary to complete and dispose of the asset. Any difference in the book value of the
PP&E and its expected net realizable value shall be recognized as a gain or a loss in the period of adjustment. The expected net realizable value shall be adjusted at the end of each accounting period and any further adjustments in value recognized as a gain or a loss. However, no additional depreciation/amortization shall be taken once such assets are removed from general PP&E in anticipation of disposal, retirement, or removal from service.

2. General PP&E assets that have been identified for permanent removal from service shall no longer be depreciated once the asset no longer contributes to the operation of the entity. See 060205.M for further guidance. The triggering event for disposal is the time/date the asset no longer provides service in the operations of the entity and is identified for disposal. Depreciation/amortization of General PP&E assets will stop on this date. This date shall also represent the date on which the General PP&E asset and its associated depreciation/amortization and accumulated depreciation/amortization are no longer reported under the General PP&E account on the financial statements and the depreciation/amortization calculation is discontinued.

3. The disposal start date is defined as the calendar date of a legally enforceable and recognizable obligation to complete the disposal action or the date the operation has ceased, whichever comes later. On this date, the asset is no longer depreciated, its book value is removed from the financial records, and the corresponding gain/loss from disposition is recorded. For demolitions, this represents the demolition contract’s start date. For transfers and sales, this represents the date on which the instrument is endorsed or operation is ceased, whichever comes later. For natural disasters, this represents the actual date of the incident.

4. The Disposal Total Proceed Amount is the total amount of money or other consideration received from the disposal of the General PP&E asset. The difference between this amount and the net book value at the time of disposal is recorded as gain or loss. This value must be assigned to each disposal property.

5. General PP&E assets that have been temporarily removed from service/use with the expectation that such assets eventually will be returned to service shall continue to be depreciated during periods of non-use. This policy is applicable to WCF activities and also applies to General PP&E sent to a depot for temporary storage. Depreciation shall cease on General PP&E assets awaiting disposal that are damaged, obsolete, or excess (assets no longer providing the intended service to the entity’s operation) or are retired before their intended disposal date based on useful life.

M. Other General PP&E (Account 1890)

1. When a General PP&E asset is identified for other than normal removal from service, such as would be the case for assets that are part of a Base Realignment and Closure (BRAC) or an asset identified as not serving its intended purpose and awaiting disposal actions, the asset shall be removed from the PP&E accounts, along with its associated accumulated depreciation/amortization and be recorded in the Other General PP&E account.
(1890) at its net realizable value (NRV). Oftentimes the NRV will be zero. Any difference between the book value of the PP&E asset and its expected NRV shall be recognized as a gain or loss in the period of adjustment. For assets that are part of BRAC, the disposal date is the operation closure date as established by BRAC law.

2. The Disposal Net Realizable Value Amount is defined as the expected earnings from the disposal of a real property asset less any costs necessary to complete and dispose of the asset. The net realizable value is used for assets that will be held for a period of time and disposed of at a future date such as those properties that are part of a BRAC or declared as excess under a special legislation. The net realizable value is an accounting method used to calculate the present value of future earnings the asset is expected to generate, less the cost of owning, holding, developing, and operating the asset. For special legislation (BRAC) properties, the difference between this amount and the net book value at the time a property is identified for disposal is used to post GL account 7110 (Gains on Disposition of Assets-Other) or 7210 (Losses on Disposition of Assets-Other). The Disposal Start Date must calculate this value.

3. The Other General PP&E account shall not be used to record assets that have been removed from service and sent to a depot for storage with the intent to use the assets again in the future or for other assets taken out of service on a temporary basis. Those assets shall remain recorded in the appropriate general ledger account and shall continue to be depreciated. Normal disposal transactions shall not be processed through account 1890 and shall not be accounted for using account 5730, Financial Sources Transferred Out Without Reimbursement.

4. Accounting entries for this account are specified in the USSGL SFIS Transaction Library.

060206. Assets Under Capital Lease (Account 1810)

A. Definitions

1. Lease Term. For non-operating leases, the lease term is the fixed non-cancelable term of the lease plus all periods, if any, representing renewals or extensions of the lease that can reasonably be expected to be taken.

2. Noncancelable. Noncancelable means the lease is cancelable only on the occurrence of a remote contingency. Funds that are not appropriated by the Congress in future years to cover the lease are considered a remote contingency.

3. Bargain Purchase Option. A lessee’s option to purchase leased property for a price which is sufficiently lower than the expected fair value of the property at the date the option becomes exercisable that, at inception of the lease, makes the exercise of the option reasonably assured.

4. Estimated Economic Life. The estimated remaining period during which the property is expected to be economically usable by one or more users, with normal
repairs and maintenance, for the purpose for which it was intended at the inception of the lease, without limitation by the lease term.

5. **Minimum Lease Payments.** The payments that the lessee is obligated to make or can be required to make in connection with the leased property. (Contingent rentals are excluded from the minimum lease payments.)

6. **Fair Value.** The price for which the property could be sold in an arm’s-length transaction between unrelated parties.

7. **Interest Rate Implicit in the Lease.** The discount rate that, when applied to the minimum lease payments (less executory costs and the unguaranteed residual value), causes the aggregate present value at the beginning of the lease term to be equal to the fair value of the leased property at the inception of the lease.

8. **Renewal or Extension of a Lease.** The continuation of a lease agreement beyond the original lease term, including a new lease under which a lessee continues to use the same property.

B. The Assets Under Capital Lease account is used to record the present value of the leased asset and other lease payments during the lease term, excluding that portion of the payments representing executory costs such as insurance, maintenance, and taxes paid to the lessor under terms of the lease.

C. A lease conveys the use of an asset or part of an asset (such as part of a building) from one entity, the lessor, to another, the lessee, for a specified period of time in return for rent or other compensation. Lessees have capital or operating leases while lessors have sales-type, direct financing or operating leases. Capital, sales-type, and direct financing leases transfer substantially all the benefits and risks of ownership from the lessor to the lessee.

D. When a lease is a capital lease, the lessee shall record the applicable asset and liability at lease inception. The amount to be recorded under a capital lease is the present value of the rental property and other lease payments during the lease term, excluding that portion of the payments representing executory costs such as insurance, maintenance and taxes paid to the lessor. If the present value amount, however, exceeds the fair value of the leased property at the inception of the lease, the amount recorded shall be the fair value. If the executory costs portion of the minimum lease payments cannot be determined, the amount should be estimated. In such cases, the substance of the arrangement, rather than its legal form, shall determine the accounting treatment. All other leases should be accounted for as operating leases with no balance sheet recognition.

E. Lessees shall classify a lease as a capital lease if one of the following four criteria is met:

1. The lease transfers ownership of the property to the lessee by, or at, the end of the lease term;
2. The lease contains an option to purchase the leased property at a bargain price (see paragraph 060206.A.3);

3. The lease term (non-cancelable portion plus all periods, if any, representing renewals or extensions that can reasonably be expected to be taken) is equal to or greater than 75 percent of the estimated economic life of the leased property; and

4. The present value of rental and other minimum lease payments, excluding that portion representing executory costs to be paid by the lessor, equals or exceeds 90 percent of the fair value of the leased property. The lessee shall compute the present value of the minimum lease payments using the interest rate as of January 1 each year of the Treasury Instrument (bill, note or bond) that matches the term of the lease (for example, the interest rate for a 12.5-year capital lease would be the average of the interest rates for a 10-year T-Bill and a 15-year T-Bill) unless:

   a. It is practicable for the lessee to learn the interest rate implicit in the lease computed by the lessor, and

   b. The implicit rate computed by the lessor is less than the Treasury Instrument Rate.

F. The criteria cited in 060206.E.3 and 060206.E.4, do not apply if the beginning of the lease term falls within the last 25 percent of the total estimated economic life of the leased property. (While leases with the GSA typically do not meet the capital lease criteria, if such a lease does meet the criteria it should be capitalized.)

G. If a lease does not meet at least one of the above four criteria, it should be classified as an operating lease. Operating leases of PP&E are leases in which the entity does not assume the risks of ownership of the PP&E. Multi-year service contracts and multi-year purchase contracts for expendable commodities are not capital leases.

H. A portion of each lease payment shall be allocated to interest expense, and the balance shall be applied to reduce the lease liability using the effective interest rate method. (Interest is calculated on the balance of the lease obligation for each period, and the remainder of the payment is applied as a reduction of the lease obligation.) The periodic payment amount allocated to interest expense shall be computed based on the interest rate used to compute the present value of minimum lease payments, unless the lease is recorded at fair value. For such leases, trial and error must be used to compute the interest rate for application to the balance of the lease obligation.

I. For leases with a residual guarantee by the lessee or a penalty for failure to renew the lease at the end of the lease term, following the amortization method in Volume 4, Chapter 7, paragraph 070207.F generally should result in a liability balance that will equal the amount of the guarantee or penalty at the end of the lease term. If a renewal or other extension of the lease term or a new lease under which the lessee continues to lease the same property renders the guarantee or penalty inoperative, the asset and the liability under the lease
shall be adjusted by an amount equal to the difference between the present value of the future minimum lease payments under the revised agreement and the present balance of the liability. The present value of future minimum lease payments under the revised lease agreement shall be computed using the rate of interest used to record the lease initially. Other renewals and extensions of lease terms shall be considered new agreements.

* J. Sources for entries to these accounts include contracts, payment documents, amortization schedules, and journal vouchers. Accounting entries for this account are specified in the *(USSGL SFIS Transaction Library)*.

060207. Accumulated Depreciation on Assets Under Capital Lease (Account 1819)

A. The Accumulated Depreciation on Assets Under Capital Lease account accumulates the annual/periodic depreciation expense for assets under capital lease. The depreciation recovery period (useful life) to be used to depreciate personal or real property acquired by a capital lease is the recovery period designated for the type of property indicated in Table 6-1, unless the lease period is less than the recovery period in the table. For example, if a capital lease is used to acquire a fire truck (which has a 5-year recovery period), then the fire truck would be depreciated over five years if the lease period is for at least five years. In the same example, if the lease period is only four years, the fire truck would be fully depreciated over four years.

B. This account shall be used by those activities that are authorized to enter into capital lease agreements.

* C. Sources for entries to this account include journal vouchers showing the basis for the depreciation computation. Financial record retention requirements for such vouchers are contained in Volume 1, Chapter 9. Accounting entries for this account are specified in the *(USSGL SFIS Transaction Library)*.

060208. Leasehold Improvements (Account 1820)

* A. The Leasehold Improvement account is used to record the value of capitalized improvements to leased property. When leasehold improvements meet or exceed DoD capitalization criteria (see paragraph 060103.A.1.d), such improvements shall be capitalized and amortized for the remainder of the lease period or 20 years whichever is less. Sources for entries to this account include journal vouchers and documents transferring completed construction projects to this account. Accounting entries for this account are specified in the *(USSGL SFIS Transaction Library)*.

* B. Accumulated Amortization on Leasehold Improvements (Account 1829). The account, Accumulated Amortization on Leasehold Improvements, is used to accumulate the periodic amortization expense for leasehold improvements. Sources for entries to this account include journal vouchers with work papers supporting the computation of the amounts to be amortized over the life of the lease. Accounting entries for this account are specified in the *(USSGL SFIS Transaction Library)*.
060209. Internal Use Software (Account 1830)

A. Definition. Internal Use Software includes application and operating system programs, procedures, rules, and any associated documentation pertaining to the operation of a computer system or program that is used for operational or other internal use. Normally, software is an integral part of an overall system having interrelationships between software, hardware, personnel, procedures, controls, and data. Internal Use Software does not include software embedded in military equipment, nor does it include software used in Special Test Equipment. Internal Use Software is software that is:

1. Purchased from commercial off-the-shelf (COTS) vendors or ready for use with little or no changes;

2. Developed by employees of DoD, including new software and existing or purchased software that is modified with or without a contractor’s assistance;

3. Contractor-developed software that DoD paid a contractor to design, program, install, and implement, including new software and the modification of existing or purchased software; and

4. Includes acquisition, finance, logistics, personnel or other business related systems.

* B. Recognition, Measurement. Internal Use Software is recognized and capitalized if it has a useful life of two years or more, provides a significant increase in functionality that is visible to the user (in the case of enhancements) and the cost of the software or enhancement equals or exceeds DoD capitalization threshold. An upgrade is not necessarily a capital improvement. If an upgrade modernizes an operating system, it is normally expensed since the user does not see a significant increase in functionality. As development work accumulates, the costs will be entered into an Internal Use Software In Development account (Account 1832). When the software is accepted, the accumulated costs shall be removed from this “In Development” account, and the cost of the software or enhancement shall be transferred to the Internal Use Software account (Account 1830). Accounting entries for this account are specified in the USSGL SFIS Transaction Library.

1. COTS Software. The capitalized cost of COTS software shall be the actual purchase price, plus any costs incurred for implementation.

2. Contractor-Developed Software. The capitalized cost of contractor-developed software shall include the amount paid to the contractor to design, program, install, and implement new software or to modify existing or COTS software, plus any costs incurred for implementation.

3. Internally Developed Software. The capitalized cost of internally developed software shall include the full cost (direct and indirect costs) incurred during the software development phase. Full cost includes the costs of new software (e.g., contract cost,
salaries of programmers, systems analysts, project managers, and administrative personnel; associated employee benefits; outside consultants’ fees; rent; and supplies and overhead) and technical documentation. The development of technical documentation and manuals is capitalized. The costs of mass-producing manuals are expensed. Project management (direct labor) costs are those cost specifically associated with a particular project and is capitalized. Program management (indirect labor) costs are labor costs associated with an entire program consisting of several individual projects. The costs of program management and the Program Management Office (PMO) that may be incurred during each phase of software development or acquisition project shall be expensed or capitalized depending on their materiality to overall costs of individual software development projects and each phase and/or preponderance of development or acquisition work. Capitalized costs shall be limited to costs incurred after the preliminary design phase. Table 6-2 provides a matrix of software acquisition and development costs and provides additional guidance regarding whether such costs will be expensed or capitalized. The various types of costs incurred during software acquisition and development are explained below:

(a) **Direct Labor Costs.** Direct labor costs are typically the labor costs of project teams (e.g. programmers, engineers, managers) and are capitalized as part of the costs of the software project. Direct labor costs shall be tracked by project managers and/or program managers and allocated to individual software projects. The allocation methodology must be consistent between projects and must be auditable.

(b) **Indirect Labor Costs.** Indirect labor costs are typically the labor costs associated with the Program Management Office (PMO) personnel responsible for overseeing more than one software project. In many instances, PMO indirect labor costs are immaterial when compared with the overall costs of a software project, and if determined to be immaterial, will be expensed. PMO indirect costs shall be expensed or capitalized, depending on: 1) their materiality to overall costs of individual software development projects and 2) in which phase the costs were incurred. Decisions regarding the materiality of indirect labor costs, when such costs are expensed, must be justified, documented and must stand up to audit scrutiny. If indirect labor costs are determined to be material to a software project or projects and are to be distributed to the capitalized costs of such project, the costs shall be allocated based on a distribution methodology that it is both documented and auditable.

(c) **Overhead Costs.** Overhead costs are those costs associated with utilities, building maintenance, and supplies that are essential to the overall accomplishment of a software project. In many instances, overhead costs are immaterial when compared with the overall costs of a software project and if determined to be immaterial, will be expensed. Decisions regarding the materiality of overhead costs when such costs are to be expensed must be justified, documented, and must stand up to audit scrutiny. If overhead costs are determined to be material to a software project or projects and are to be distributed to the capitalized costs of such project, the costs shall be allocated based on a distribution methodology that it is both documented and auditable.

(d) **Contractor Costs.** Contract costs must be evaluated to determine whether the costs are to be expensed or capitalized. Such determination is based on
the type of work performed by the contractors. Table 6-2 provides a breakdown of the various work activities and whether the cost of such activities must be expensed or capitalized.
TABLE 6-2 SOFTWARE ACQUISITION PHASES

<table>
<thead>
<tr>
<th>PRELIMINARY DESIGN PHASE</th>
<th>SOFTWARE DEVELOPMENT PHASE</th>
<th>POST-IMPLEMENTATION/OPERATIONAL PHASE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EXPENSE COSTS</strong></td>
<td><strong>CAPITALIZE COSTS</strong></td>
<td><strong>EXPENSE COSTS</strong></td>
</tr>
<tr>
<td>Activities:</td>
<td>Activities:</td>
<td>Activities:</td>
</tr>
<tr>
<td>• Determination of existence of needed technology</td>
<td>• Design of chosen path, including software configuration and software interfaces</td>
<td>• Data conversion (includes cleansing, deleting, and repackaging data)</td>
</tr>
<tr>
<td>• Conceptual formulation of alternatives</td>
<td>• Coding</td>
<td>• Application maintenance</td>
</tr>
<tr>
<td>• Evaluation and testing of alternatives</td>
<td>• Technical documentation</td>
<td>• Implementation assistance (e.g., troubleshooting, system analysis, producing and printing users manuals, desk procedures, and similar support to the project’s customers)</td>
</tr>
<tr>
<td>• Final selection of alternatives</td>
<td>• Development of user manuals</td>
<td></td>
</tr>
<tr>
<td>This phase includes all actions leading to source selection of a COTS or other commercial source. For internally developed software, this phase includes all actions prior to System Requirements Specification (SRS).</td>
<td>Software development starts after the Preliminary Design Phase and includes all development actions such as design, programming, and installation.</td>
<td>Post-implementation includes all operational testing and evaluation, as well as other functional testing conducted after technical acceptance and includes costs incurred to make customer ease of use changes.</td>
</tr>
</tbody>
</table>

**PROGRAM MANAGEMENT**

The costs of program management and the Program Management Office (PMO) that may be incurred during each phase of software development or acquisition are indirect costs. PMO indirect costs shall be expensed or capitalized, depending on: 1) their materiality to overall cost of individual software development projects and 2) in which phase the costs were incurred.

4. Software Developed by One Activity and Used by Others Without Reimbursement. Software that is developed by one activity and used by another activity or activities without reimbursement shall be capitalized and depreciated by the developing activity (if it meets the capitalization criteria). For example, if the Tricare Management Activity (TMA), of the Defense Health Program, develops software (that meets the capitalization criteria) and installs the software at multiple DoD medical treatment facilities, the TMA shall capitalize and depreciate the software. The cost of the software shall not be allocated to the using activities.
C. **Data Conversion Costs.** All data conversion costs incurred for internally developed, contractor developed or COTS software shall be expensed as incurred, including the cost to develop or obtain software that allows for access or conversion of existing data to the new software. Such costs may include the purging or cleansing of existing data, reconciliation or balancing of data, and the creation of new/or additional data.

D. **Costs Incurred After Final Acceptance Testing (Cutoff).** Costs incurred after final acceptance testing has been successfully completed shall be expensed. Acceptance testing is that testing undertaken to verify if a software product meets specifications. Operational testing and evaluation and other functional testing conducted to ease customer use after technical acceptance shall be expensed. When the software is to be installed and capitalized at multiple sites, the capitalization phase ends after acceptance testing is complete at each of those sites.

E. **Integrated (Embedded) Software.** Computer software that is integrated into (embedded) and necessary to operate equipment (rather than perform an application) shall be considered part of the equipment of which it is an integral part and capitalized and depreciated as part of the cost of equipment (e.g., airport radar and computer-operated lathes). The aggregate cost of the hardware and software shall be used to determine whether to capitalize or expense the costs.

F. **Bundled Products and Services.** The cost of software purchased as part of a package of products and services (e.g., training, maintenance, data conversion, reengineering, site licenses, and rights to future upgrades and enhancements) shall be allocated as capitalizable and non-capitalizable (expensed) costs based on a reasonable estimate of the value of the individual products or services. Costs that are not susceptible to allocation between maintenance and relatively minor enhancements should be expensed.

G. **Bulk Purchases of Software.** Bulk purchases of software programs and modules or components of a total software system that individually meet DoD capitalization threshold shall be capitalized. If the per item cost of a bulk purchase (e.g., numerous copies of spreadsheets and word-processing programs) does not meet DoD capitalization threshold, the bulk purchase shall be expensed in the period acquired.

H. **Enhancements**

1. The acquisition cost of enhancements to existing Internal Use Software (and modules thereof) shall be capitalized when such costs exceed DoD capitalization threshold, and when it is more likely than not that such enhancements will result in a significant increase in functionality that is apparent to the user. For example, if existing software is modified for making ad hoc queries, the cost shall be capitalized if it exceeds the capitalization threshold. The cost of routine or minor changes or modernizations that do not significantly add functionality shall be expensed in the period incurred. Examples include updating data tables, web-enabling, customizing reports, or changing graphic user interfaces. Also, the cost of enhanced versions of software for a nominal charge is expensed in the period incurred.
2. Enhancements normally require new software specifications and may require a change of all or part of the existing software specifications as well.

3. The cost incurred solely to repair a design flaw or to perform minor upgrades that may extend the useful life of the software without adding new capabilities shall be expensed. This includes updating the technical platform of a system.

I. Impairment

1. Post Implementation/Operational Software

   a. Impairment shall be recognized and measured when one of the following occurs and is related to post implementation/operational software and or modules, thereof:

      (1) The software is no longer expected to provide substantive service potential and will be removed from service.

      (2) A significant reduction occurs in the capabilities, functions or uses of the software (or a module thereof).

   b. If the impaired software is to remain in use, the loss due to impairment shall be measured as the difference between the book value and either:

      (1) The cost to acquire software that would perform similar remaining functions (e.g., the unimpaired functions) or, if that is not feasible;

      (2) The portion of the book value attributable to the remaining functional elements of the software. The loss shall be recognized upon impairment, and the book value of the asset reduced accordingly. If neither (a) nor (b) above can be determined, the book value shall continue to be amortized over the remaining useful life of the software.

   c. If the impaired software is to be removed from use, the loss due to impairment shall be measured as the difference between the book value and the net realizable value (NRV), if any. Typically, the NRV will be zero (0). The loss shall be recognized upon impairment and the book value of the asset reduced accordingly. The NRV, if any, should be transferred to an appropriate asset account until such time as the software is disposed of and the amount is realized.

2. Termination of Software Under Development. When it is determined that software under development (or a module thereof) will not be completed and placed in service, the related book value accumulated for the software (or the balance in a work-in-process account, if applicable) should be reduced to reflect the expected NRV, if any, and the loss recognized. The following are indications of this:
a. Expenditures are neither budgeted nor incurred for the project;

b. Programming difficulties cannot be resolved on a timely basis;

c. Major cost overruns occur;

d. Information has been obtained indicating that the cost of developing the software will significantly exceed the cost of COTS software available from third party vendors; hence, management intends to obtain the product from those vendors instead of completing the project;

e. Technologies that supersede the developing software product are introduced; or

f. The responsibility unit for which the product was being created is being discontinued.

J. Amortization/Depreciation

1. Software that is capitalized shall be amortized/depreciated as provided for in this chapter. The DoD Standard Recovery Period used for depreciation shall be consistent with that used for planning the software’s acquisition. See Table 6-1, “DoD Recovery Periods for Depreciable General PP&E Assets” for the specific recovery periods (useful lives) for software.

2. For each module or component of a software project, amortization/depreciation should begin when that module or component has been successfully tested. If the use of a module is dependent on completion of another module(s), the amortization/depreciation of that module shall begin when both that module and the other module(s) have successfully completed testing.

3. When Internal Use Software is replaced with new software, the undepreciated cost of the old software shall be expensed when the new software successfully completes testing. No adjustments will be made to the previously recorded amortization/depreciation. Any additions to the book value or changes in useful life should be treated prospectively. The change should be accounted for during the period of the change and future periods.

4. Internal Use Software must be accounted for in an automated property accountability system.

5. Figure 6-2 provides a decision tree to assist in determining if an Internal Use Software project shall be capitalized.
K. Disclosures. Financial statement disclosures required for Internal Use Software are the same as that for other General PP&E. Thus, the following should be disclosed in the financial statements:

1. The cost, accumulated depreciation, and net book value.
2. The estimated useful life.
3. The method of depreciation (straight-line).

L. Accounting Entries. Internal Use Software Account 1830 shall be used to record the cost of Internal Use Software. Accounting entries for this account are specified in the USSGL SFIS Transaction Library.
FIGURE 6-2 INTERNAL USE SOFTWARE CAPITALIZATION DECISION TREE

1. Will project costs meet capitalization threshold?
   - No → Expense
   - Yes →

2. Does project extend system's useful life > 2 years?
   - No → Expense
   - Yes →

3. Does project significantly increase functionality? (See 060210.11)
   - No → Expense
   - Yes →

4. Is this project operational as a stand-alone module?
   - No → Expense
   - Yes →

5. Capitalize the cost of this project separately
   - No →
   - Yes →

6. Cost shall be captured in the Internal Use Software in Development account →
   - Capitalize the cost of this project separately
0603 ACCOUNTING FOR STEWARDSHIP PP&E

060301. General

   A. Stewardship PP&E is property owned by DoD that meets the definition of one of the following two categories:

      1. Heritage Assets. PP&E of historical, natural, cultural, educational or artistic significance (e.g., aesthetic); or with significant architectural characteristics. Heritage Assets are expected to be preserved. Heritage Assets consist of items whose physical properties resemble those of General PP&E and are traditionally capitalized in commercial-type financial statements. The nature of these items, however, differ from General PP&E in that their values may be indeterminable or may have little financial meaning (e.g., museum collections, monuments, assets acquired in the formation of the nation), or that allocating the cost of such assets (e.g., military weapons systems) to accounting periods that benefit from the ownership of such assets is not meaningful.

      2. Stewardship Land. Land and land rights other than that acquired for or in connection with General PP&E, land acquired via the public domain, or land acquired at no cost.

   B. The Statement of Federal Financial Accounting Standards 29 (SFFAS 29) reclassifies the reporting of all Heritage Assets and Stewardship Land from Required Supplemental Stewardship Information (RSSI) to basic information in the financial statements. The standard requires that entities reference a note on the balance sheet that discloses information about Heritage Assets and Stewardship Land, but does not require the reporting of acquisition cost. This standard is effective for reporting periods beginning after September 30, 2005.

   C. The costs of acquiring Heritage Assets (except for Multi-Use Heritage Assets) and Stewardship Land are expensed in the period incurred.

060302. Heritage Assets

   A. Heritage Assets are PP&E that are unique for one or more of the following reasons:

      1. historical or natural significance;

      2. cultural, educational, or artistic (e.g., aesthetic) importance; or

      3. significant architectural characteristics.

   B. Heritage Assets are generally expected to be preserved indefinitely.
C. The cost or value should not serve as a precursor when deciding if an item should be classified as a Heritage Asset. DoD Components should refer to published registers, and their own judgment, when making this assessment. Designation of a PP&E item as a heritage asset can be done at any time in its life-cycle, based on application of evaluation criteria. DoD Components should assess the importance of an item relative to the ideals of the nation, its citizens and institutions. Display equipment, defined as old or obsolete military equipment which is not considered to warrant museum-level heritage significance, but is on outside display at military installations, is not a Heritage Asset. Similarly, a park bench dedicated to the memory of a person or group is not considered a Heritage Asset. Historic significance may be identified if a property/asset meets at least one of the following criteria used by the National Register of Historic Places as determined by the relevant DoD Component with concurrence by the relevant State Historic Preservation Officer, or as determined by the Keeper of the National Register:

1. Association with historic events or activities (e.g., battles, development of military technology, prehistoric cultural patterns);

2. association with important persons (e.g., important military leaders, political leaders, inventors);

3. distinctive design or physical characteristics (e.g., work of a master architect, landscape architect, planner, or engineer; work representative of a particular approach to military design or a particular type or style of architecture or engineering; a formative example of standardized planned military housing); or

4. potential to provide important information about prehistory or history (e.g., an archeological site on a military installation).

D. Heritage Assets may in some cases serve two purposes: (a) a heritage function and (b) a government operations function. In cases where a Heritage Asset serves two purposes, the Heritage Asset shall be considered, and classified as, a Multi-Use Heritage Asset. An example of a Multi-Use Heritage Asset is the Pentagon, which has been listed on the National Register of Historic Places and also is used as an office building. The full cost of acquisition, betterment or reconstruction of assets classified as Multi-Use Heritage Assets shall be capitalized as General PP&E and depreciated. If a Heritage Asset is not predominantly used in general government operations, it shall be referred to, or classified as, a Heritage Asset and shall not be capitalized as General PP&E.

060303. Recognition and Measurement

A. Heritage Assets

1. The cost of acquiring, improving, reconstructing, or renovating Heritage Assets, other than Multi-Use Heritage Assets, shall be recognized as a cost on the Statement of Net Cost for the period in which the cost is incurred. The cost shall include all costs incurred to bring the asset to its current condition and location.
2. Except for assets classified as Multi-Use Heritage Assets, no amounts for Heritage Assets acquired through donation or devise (a will or clause of a will disposing of property) shall be recognized in the cost of Heritage Assets.

3. Transfers of Heritage Assets, except for Multi-Use Heritage Assets, from one component to another do not affect the net cost of operations or net position of either component. In some cases, assets included in General PP&E may be transferred to a component for use as Heritage Assets. In this instance, the transferring component should recognize a transfer-out of capitalized assets.

B. Multi-Use Heritage Assets

1. The costs of acquisition, improvement, or reconstruction of Multi-Use Heritage Assets shall be capitalized as General PP&E and depreciated if the costs equal or exceed DoD capitalization threshold. Such Multi-Use Heritage Assets shall be depreciated over their useful life or the period of time they are expected to be used in government operations, whichever is shorter.

2. Assets classified as Multi-Use Heritage Assets and acquired through donation or devise shall be recognized as General PP&E at the fair value of the assets at the time received and the amount shall also be recognized as non-exchange revenues on the Statement of Financing.

3. Transfers of Multi-Use Heritage Assets from one Federal entity to another are transfers of capitalized assets. The receiving entity shall recognize a transfer-in as an additional financing source and the transferring entity shall recognize a transfer-out. The value recorded should be the transferring entity’s book value of the Multi-Use Heritage Asset. If the receiving entity is not provided the book value, the Multi-Use Heritage Asset shall be recorded at its estimated fair value.

060304. Disclosures

DoD Components with Heritage Assets should reference a note on the balance sheet that discloses information about Heritage Assets. See Volume 6B for the specific reporting requirements.

060305. Stewardship Land

The following are definitions of Stewardship Land:

A. Land and land rights owned by the Federal Government but not acquired for, or in connection with, items of General PP&E is Stewardship Land.

B. “Acquired for or in connection with” is defined as including land acquired with the intent to construct General PP&E and land acquired in combination with General PP&E.
C. Land is defined as the solid part of the surface of the earth. Excluded from the definition are natural resources (e.g., depletable resources, such as mineral deposits and petroleum, renewable resources such as timber and the outer continental shelf resources) related to land.

D. Land and land rights owned by DoD, or DoD Component, and acquired for or in connection with items of General PP&E shall be accounted for and reported as General PP&E.

E. Land rights are interests and privileges held by DoD, or DoD Component, in land owned by others, such as leaseholds, easements, water and water power rights, diversion rights, submersion rights, rights-of-way, mineral rights, and other like interests in land.

F. Land and land rights owned by DoD, or DoD Component, but not acquired for or in connection with items of General PP&E shall be reported as Stewardship Land. Land that is standing idle and not used to fulfill mission responsibilities is Stewardship Land. Such land generally should be viewed as an independent, stand-alone asset and not an integral part of operations.

G. Without exception, all land provided to the Department from the public domain, or at no cost, shall be classified as Stewardship Land, regardless of its use. Therefore, public domain or no-cost land used in a General PP&E context shall be reported as Stewardship Land and not reported as General PP&E.

060306. Recognition and Measurement

Land classified as Stewardship Land shall be reported as basic information within the financial statements of the DoD Component responsible for such land. The cost of the acquisition of Stewardship Land shall be recognized on the Statement of Net Cost for the period in which the cost is incurred. The cost should include all costs to prepare Stewardship Land for its intended use (e.g., razing a building). In some cases, land may be acquired along with existing structures. The following treatments shall apply:

A. If the structure would be deemed a heritage asset and is significant in and of itself, the DoD Component shall use its judgment as to whether the acquisition cost shall be treated as the cost of Stewardship Land, Heritage Asset or both.

B. If the structure is to be used in operations (e.g., as General PP&E), but
   1. the value of the structure is insignificant, or
   2. its acquisition is merely a byproduct of the acquisition of the land, the cost in its entirety shall be treated as an acquisition of Stewardship Land.
C. Significant structures that have an operating use (e.g., a constructed hotel or employee housing block) should be treated as General PP&E by identifying the cost attributable to General PP&E and segregating it from the cost of Stewardship Land acquired.

D. Amounts for Stewardship Land acquired through donation or devise shall not be recognized in the cost of Stewardship Land.

E. Transfers of Stewardship Land from one component to another, does not affect the net cost of operations or net position of either entity. In some cases, land included in General PP&E may be transferred to a component for use as Stewardship Land. In this instance, the transferring component shall recognize a transfer-out of capitalized assets.

060307. Disclosures

DoD Components with Stewardship Land shall reference a note on the balance sheet that discloses information about Stewardship Land. See Volume 6B for the specific reporting requirements.
ANNEX 1  PREPONDERANCE OF USE POLICY

This section illustrates the preponderance of use policy as discussed in section 060105. B.

Case I:  General Fund Military Services Criteria:

- Army is a tenant on an Air Force Installation.
- Army is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
</tbody>
</table>

| Financial Reporting Entity for Acquisition Cost     | Air Force |

<table>
<thead>
<tr>
<th>Capital Improvement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>Army</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>General Fund</td>
</tr>
</tbody>
</table>

| Financial Reporting Entity for Capital Improvement   | Air Force |

Case II:  General Fund Military Services Criteria:

- Army is a tenant on an Air Force Installation.
- Army is not the preponderant user of the facility
- Air Force is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
</tbody>
</table>

| Financial Reporting Entity for Acquisition Cost     | Air Force |

<table>
<thead>
<tr>
<th>Capital Improvement</th>
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<tbody>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>Army</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>General Fund</td>
</tr>
</tbody>
</table>

| Financial Reporting Entity for Capital Improvement   | Air Force |
Case III: General Fund Defense Agency Criteria:

- GF Defense Agency is a tenant on an Air Force Installation.
- GF Defense Agency is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
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</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
<tr>
<td>Financial Reporting Entity for Acquisition Cost</td>
<td>Reporting Defense Agency</td>
</tr>
</tbody>
</table>

<table>
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<tr>
<th>Capital Improvement</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
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<tr>
<td>Capital Improvement Organization</td>
<td>Defense Agency</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>General Fund</td>
</tr>
<tr>
<td>Financial Reporting Entity for Capital Improvement</td>
<td>Reporting Defense Agency</td>
</tr>
</tbody>
</table>

Case IV: General Fund Defense Agency Criteria:

- GF Defense Agency is a tenant on an Air Force Installation.
- GF Defense Agency is not the preponderant user of the facility.
- Air Force is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
<tr>
<td>Financial Reporting Entity for Acquisition Cost</td>
<td>Air Force</td>
</tr>
</tbody>
</table>

<table>
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<tr>
<th>Capital Improvement</th>
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<tbody>
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<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>Defense Agency</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>General Fund</td>
</tr>
<tr>
<td>Financial Reporting Entity for Capital Improvement</td>
<td>Air Force</td>
</tr>
</tbody>
</table>
Case V: Working Capital Fund Activity Criteria:

- DLA is a tenant on an Air Force Installation.
- DLA is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
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</tr>
<tr>
<td>Financial Reporting Entity for Acquisition Cost</td>
<td>DLA</td>
</tr>
</tbody>
</table>

<table>
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<th></th>
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</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
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</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>DLA</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>Working Capital Fund</td>
</tr>
<tr>
<td>Financial Reporting Entity for Capital Improvement</td>
<td>DLA</td>
</tr>
</tbody>
</table>

Case VI: Working Capital Fund Activity Criteria:

- DLA is a tenant on an Air Force Installation.
- DLA is not the preponderant user of the facility.
- Air Force is the preponderant user of the facility.

<table>
<thead>
<tr>
<th>Original Asset</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
<tr>
<td>Financial Reporting Entity for Acquisition Cost</td>
<td>Air Force</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Capital Improvement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>DLA</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>Working Capital Fund</td>
</tr>
<tr>
<td>Financial Reporting Entity for Capital Improvement</td>
<td>DLA</td>
</tr>
</tbody>
</table>
Case VII: Working Capital Fund Activity Criteria:

- DLA is a tenant on an Air Force Installation.
- DLA is the preponderant user of the facility.
- The capital improvement to the facility is funded as follows:
  - DLA 50 percent - WCF
  - DeCA 30 percent - WCF
  - Air Force 20 percent - GF

<table>
<thead>
<tr>
<th>Original Asset</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Financial Reporting Entity for Acquisition Cost</th>
<th>DLA</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Capital Improvement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>DLA, DeCA, AF</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>WCF, GF</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Financial Reporting Entity for Capital Improvement</th>
<th>Amount per Entity</th>
</tr>
</thead>
<tbody>
<tr>
<td>DLA</td>
<td>$50,000 + $20,000</td>
</tr>
<tr>
<td>DeCA</td>
<td>$30,000</td>
</tr>
</tbody>
</table>

Air Force 20% share is reported by the preponderant user
Case VIII: Working Capital Fund Activity Criteria:

- DLA is a tenant on an Air Force Installation.
- DLA is NOT the preponderant user of the facility.
- Air Force is the preponderant user of the facility.
- The capital improvement to the facility is funded as follows:
  - DLA 50 percent - WCF
  - DeCA 30 percent - WCF
  - Air Force 20 percent - GF

<table>
<thead>
<tr>
<th>Original Asset</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000.00</td>
</tr>
<tr>
<td><strong>Financial Reporting Entity for Acquisition Cost</strong></td>
<td><strong>Air Force</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Capital Improvement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000.00</td>
</tr>
<tr>
<td>Capital Improvement Organization</td>
<td>DLA, DeCA, AF</td>
</tr>
<tr>
<td>Capital Improvement Fund</td>
<td>WCF, GF</td>
</tr>
<tr>
<td><strong>Financial Reporting Entity for Capital Improvement</strong></td>
<td><strong>Amount per Entity</strong></td>
</tr>
<tr>
<td>- DLA</td>
<td>$50,000</td>
</tr>
<tr>
<td>- DeCA</td>
<td>$30,000</td>
</tr>
<tr>
<td>- Air Force</td>
<td>$20,000</td>
</tr>
</tbody>
</table>
# ANNEX 2 CONSTRUCTION-IN-PROGRESS COST MATRIX

<table>
<thead>
<tr>
<th>Cost Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost of contract work</td>
<td>Amounts paid for work performed under contract, as well as any incentive fees paid to contractors to reward performance goals.</td>
</tr>
<tr>
<td>Direct cost of labor</td>
<td>The direct cost of labor and all associated fringe benefits in connection with the construction project. Includes both military and civilian labor costs.</td>
</tr>
<tr>
<td>Direct cost of materials and supplies</td>
<td>The purchase price, the cost of inspection, and loading assumed by the carrier.</td>
</tr>
<tr>
<td>Cost of Supervision, Inspection, and Overhead (SIOH)</td>
<td>Support associated with the administration of contracts for facility projects. May include contract award, payments, inspections, material testing, and other actions taken during contract execution.</td>
</tr>
<tr>
<td>Cost of transportation</td>
<td>Amounts paid for transportation of workers, materials, and supplies in connection with the construction project.</td>
</tr>
<tr>
<td>Cost of handling and storage</td>
<td>Amount paid for packaging and storing the materials and supplies used in the construction project.</td>
</tr>
<tr>
<td>Cost of injuries and damages</td>
<td>Costs incurred as a result of injuries to people or property incurred directly as a result of the construction project.</td>
</tr>
<tr>
<td>Cost of legal and recording fees</td>
<td>Legal fees incurred to bring the asset to its intended use (e.g., title or recording fees).</td>
</tr>
<tr>
<td>Cost of architecture and engineering studies</td>
<td>Amounts paid for engineering, architectural, and other outside services for designs, plans, specifications, and surveys. May include design reviews, environmental impact studies, and soil testing for the new construction projects.</td>
</tr>
<tr>
<td>Cost of facility and site preparation</td>
<td>Amounts paid to prepare the site for new construction, such as soil removal and restoration. Includes amount paid to prepare the asset for its intended use, such as installation of utilities in a facility.</td>
</tr>
<tr>
<td>Cost of installed equipment</td>
<td>Fixed equipment and related installation costs required for activities in a facility.</td>
</tr>
<tr>
<td>Cost of government furnished equipment or material (GFE, GFM)</td>
<td>An appropriate share of the cost of the government furnished equipment and material and facilities used in construction work.</td>
</tr>
<tr>
<td>Cost of donated assets</td>
<td>The fair market value of facilities and equipment donated to the government, as authorized by a special legislation, in connection with the construction project.</td>
</tr>
</tbody>
</table>
ANNEX 3 CAPITAL IMPROVEMENT DEPRECIATION

The following Cases I through VIII illustrate depreciation methodology for capital improvements more closely in compliance with the FASAB requirements.

Case I: The Capital Improvement Extends the Useful Life of Existing PP&E

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000</td>
</tr>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>(Using the Straight Line Depreciation Method)</td>
<td></td>
</tr>
<tr>
<td>Remaining Useful Life After 20 Years (Yrs.)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>30</td>
</tr>
<tr>
<td>Accumulated Depreciation for 20 Years: 20*$4,000</td>
<td>$80,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $80,000</td>
<td>$120,000</td>
</tr>
<tr>
<td>Capital Improvement – Year 20</td>
<td></td>
</tr>
<tr>
<td>Capital Improvement Cost</td>
<td>$200,000</td>
</tr>
<tr>
<td>Useful Life of the Capital Improvement (Yrs.)</td>
<td>40</td>
</tr>
<tr>
<td>Impact on total useful life by the Capital Improvement</td>
<td>+10</td>
</tr>
<tr>
<td>Depreciation Expense Baseline Starting In Year 20</td>
<td></td>
</tr>
<tr>
<td>Cost Baseline for Depreciation: Net Book Value + Capital Improvement Cost</td>
<td>$320,000</td>
</tr>
<tr>
<td>Revised Remaining Estimated Useful Life (Yrs.): 30 + 10</td>
<td>40</td>
</tr>
<tr>
<td>Revised Annual Depreciation Expense</td>
<td>$8,000</td>
</tr>
</tbody>
</table>

Examples – Extends the Useful Life:

Major replacements or reconstruction to restore facilities damaged by a natural disaster (i.e., reconstruction of a new building on an existing foundation).
Case II: The Capital Improvement Increases the General PP&E Asset’s Capacity, Size, Efficiency, or Modifies the Functionality/Use

The improvement has the same expected useful life as the remaining useful life of the PP&E asset to which it relates. The improvement does not extend the life of the associated PP&E asset.

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000</td>
</tr>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense (Using the Straight Line Depreciation Method)</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 20 Years (Yrs.)</td>
<td>30</td>
</tr>
<tr>
<td>Accumulated Depreciation for 20 Years: 20*4,000</td>
<td>$80,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $80,000</td>
<td>$120,000</td>
</tr>
<tr>
<td>Capital Improvement – Year 20</td>
<td></td>
</tr>
<tr>
<td>Capital Improvement Cost</td>
<td>$100,000</td>
</tr>
<tr>
<td>Useful Life of the Capital Improvement (Yrs.)</td>
<td>30</td>
</tr>
<tr>
<td>Impact on total useful life by the Capital Improvement</td>
<td>0</td>
</tr>
<tr>
<td>Depreciation Expense Baseline Starting In Year 20</td>
<td></td>
</tr>
<tr>
<td>Cost Baseline for Depreciation: Net Book Value + Capital Improvement Cost</td>
<td>$220,000</td>
</tr>
<tr>
<td>Remaining Estimated Useful Life (Yrs.): Unchanged</td>
<td>30</td>
</tr>
<tr>
<td>Revised Annual Depreciation Expense</td>
<td>$7,300</td>
</tr>
</tbody>
</table>

Examples
Increase Capacity
Raising the roof of the warehouse to increase cubic feet.

Increase Size
Build an addition, expansion or extension to the building, i.e., increase footprint.

Increase Efficiency
Install building insulation.

Modify Functionality
Convert an office to a warehouse.
Upgrade architectural elements of a facility that has not or is not failing, e.g., upgrade a flat roof to a pitched roof.
Case III: The Capital Improvement Increases the General PP&E Asset’s Capacity, Size and Efficiency or Modifies the Functionality/Use

The improvement has an expected useful life that differs from the expected useful life of the PP&E asset to which it relates. The improvement does not extend the life of the associated PP&E asset.

<table>
<thead>
<tr>
<th>Original Facility Acquisition Cost</th>
<th>$200,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 20 Years (Yrs.)</td>
<td>30</td>
</tr>
<tr>
<td>Accumulated Depreciation for 20 Years: 20*$4,000</td>
<td>$80,000</td>
</tr>
<tr>
<td><strong>Net Book Value: $200,000 - $80,000</strong></td>
<td>$120,000</td>
</tr>
</tbody>
</table>

**Capital Improvement – Year 20**
- Capital Improvement Cost: $100,000
- Extension of the Original Useful Life of the Associated Asset (Yrs.): 0
- **Capital Improvement Estimated Useful Life (Yrs.)**: 20
- Depreciation Expense Baseline Starting In Year 20
  - **Record I:**
    - Cost Baseline for Depreciation: *Net Book Value* of Facility: $120,000
    - Remaining Estimated Useful Life of Facility (Yrs.): 30
    - Revised Annual Depreciation Expense: $4,000
  - **Record II:**
    - Cost Baseline for Depreciation: *Capital Improvement Cost*: $100,000
    - Estimated Useful Life of Capital Improvement (Yrs.): 20
    - Revised Annual Depreciation Expense: $5,000

**Examples**
- **Increase Efficiency**
  - Install HVAC system where none existed.
- **Modify Functionality**
  - Install elevator where none existed.

![Diagram showing the timeline of original asset and capital improvement]
Case IV: The Original Asset Is Fully Depreciated

The capital improvement increases the original asset’s size, capacity, and efficiency or modifies the functionality. The improvement does not extend the life of the associated PP&E asset.

<table>
<thead>
<tr>
<th>Original Facility Acquisition Cost</th>
<th>$200,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 50 Years (Yrs.)</td>
<td>0</td>
</tr>
<tr>
<td>Accumulated Depreciation for 50 Years: 50*$4,000</td>
<td>$200,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $200,000</td>
<td>$0</td>
</tr>
</tbody>
</table>

Capital Improvement – Year 50
Capital Improvement Cost | $100,000
Extension of the Useful Life of the Associated Asset | 0
Capital Improvement Estimated Useful Life (Yrs.) | 20

Depreciation Expense Baseline Starting In Year 50
Record I:
Cost Baseline for Depreciation: Net Book Value of Facility | $0
Remaining Estimated Useful Life of Facility (Yrs.) | 0
Revised Annual Depreciation Expense | $0
Record II:
Cost Baseline for Depreciation: Capital Improvement Cost | $100,000
Remaining Estimated Useful Life (Yrs.) | 20
Revised Annual Depreciation Expense | $5000

Examples
Increase Size
Extend utility system (e.g., power lines) to the previously un-served areas.
Modify Functionality
Construct office space within a warehouse

![Diagram](#)
Case V: The Original Asset Is Fully Depreciated

The improvement (major renovation) extends the life of the associated PP&E asset.

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Facility Acquisition Cost</td>
<td>$200,000</td>
</tr>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 50 Years (Yrs.)</td>
<td>0</td>
</tr>
<tr>
<td>Accumulated Depreciation for 50 Years: 50*4,000</td>
<td>$200,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $200,000</td>
<td>$0</td>
</tr>
<tr>
<td>Capital Improvement – Year 50</td>
<td></td>
</tr>
<tr>
<td>Capital Improvement Cost</td>
<td>$1,000,000</td>
</tr>
<tr>
<td><em>Extension of the Useful Life of the Associated Asset (Yrs.)</em></td>
<td>50</td>
</tr>
<tr>
<td>Depreciation Expense Baseline Starting In Year 50</td>
<td></td>
</tr>
<tr>
<td>Cost Baseline for Depreciation: Net Book Value + Capital Improvement Cost</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Revised Remaining Estimated Useful Life (Yrs.): 0 + 50</td>
<td>50</td>
</tr>
<tr>
<td>Revised Annual Depreciation Expense</td>
<td>$20,000</td>
</tr>
</tbody>
</table>

Examples
Extends the Useful Life
Pentagon renovation project.
Case VI: The Capital Improvement Increases the General PP&E Asset’s Capacity, Size and Efficiency or Modifies the Functionality/Use

The improvement has an expected useful life that differs from the expected useful life of the PP&E asset to which it relates. The improvement does not extend the life of the associated PP&E asset. However, it is assumed that the original asset will continue to be used past its estimated economic life of 50 years.

<table>
<thead>
<tr>
<th>Original Facility Acquisition Cost</th>
<th>$200,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 45 Years (Yrs.)</td>
<td>5</td>
</tr>
<tr>
<td>Accumulated Depreciation for 45 Years: 45*$4,000</td>
<td>$180,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $180,000</td>
<td>20,000</td>
</tr>
</tbody>
</table>

Capital Improvement – Year 45

<table>
<thead>
<tr>
<th>Capital Improvement Cost</th>
<th>$100,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Extension of the Original Useful Life of the Associated Asset (Yrs.)</td>
<td>0</td>
</tr>
<tr>
<td>Capital Improvement Estimated Useful Life (Yrs.)</td>
<td>20</td>
</tr>
</tbody>
</table>

Depreciation Expense Baseline Starting In Year 45

Record I:

<table>
<thead>
<tr>
<th>Cost Baseline for Depreciation: Net Book Value of Facility</th>
<th>$20,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Remaining Estimated Useful Life of Facility (Yrs.)</td>
<td>5</td>
</tr>
<tr>
<td>Revised Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
</tbody>
</table>

Record II:

<table>
<thead>
<tr>
<th>Cost Baseline for Depreciation: Capital Improvement Cost</th>
<th>$100,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estimated Useful Life of Capital Improvements (Yrs.)</td>
<td>20</td>
</tr>
<tr>
<td>Revised Annual Depreciation Expense</td>
<td>$2,500</td>
</tr>
</tbody>
</table>

Examples

- Increase Efficiency
  - Install HVAC system where none existed.
- Modify Functionality
  - Install elevator where none existed.
Case VII: The Capital Improvement Increases the General PP&E Asset’s Capacity, Size, and Efficiency or Modifies the Functionality/Use

The capital improvement is funded by the WCF activity that is not the preponderant user of the facility improved. The associated asset will be reported by the preponderant user of that facility when the capital improvement is reported and depreciated by the WCF activity funding that improvement.

<table>
<thead>
<tr>
<th>Original Facility Acquisition Cost</th>
<th>$200,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Original Estimated Useful Life (Yrs.)</td>
<td>50</td>
</tr>
<tr>
<td>Annual Depreciation Expense</td>
<td>$4,000</td>
</tr>
<tr>
<td>Remaining Useful Life After 20 Years (Yrs.)</td>
<td>30</td>
</tr>
<tr>
<td>Accumulated Depreciation for 20 Years: 20*$4,000</td>
<td>$80,000</td>
</tr>
<tr>
<td>Net Book Value: $200,000 - $80,000</td>
<td>$120,000</td>
</tr>
</tbody>
</table>

Capital Improvement – Year 20
---
Capital Improvement Cost | $100,000 |
Capital Improvement Estimated Useful Life (Yrs.) | 20 |

Depreciation Expense Baseline Starting In Year 20
Record I:
Reported by the Preponderant User
Cost Baseline for Depreciation: Net Book Value of Facility | $120,000 |
Remaining Estimated Useful Life of Facility (Yrs.) | 30 |
Revised Annual Depreciation Expense | $4,000 |
Record II:
Reported by the WCF Activity (Not a Preponderant User)
Cost Baseline for Depreciation: Capital Improvement Cost | $100,000 |
Estimated Useful Life of Capital Improvements (Yrs.) | 20 |
Revised Annual Depreciation Expense | $2,500 |

Examples:
Increase Capacity
Raising the roof of the warehouse to increase cubic feet.

Increase Size
Build an addition, expansion or extension to the building, i.e., increase footprint.

Increase Efficiency
Install building insulation.
Install HVAC system where none existed.
Modify Functionality
Convert an office to a warehouse.
Construct office space within a warehouse.
Upgrade architectural elements of a facility that has not or is not failing, e.g., upgrade a flat roof to a pitched roof.
Install
ANNEX 4: REAL PROPERTY FINANCIAL REPORTING COMMON BUSINESS SCENARIOS

This annex depicts common business scenarios and illustrates the implementation of this policy for reporting real property and associated costs, including the imputed costs to be reported on the receiving entities financial statements.

Scenario One

1. The accountable entity funded acquisition of the asset.
2. The accountable entity funds the sustainment, operation, and capital improvements to the asset.
3. The asset is solely used/occupied by receiving entity(ies).
4. The receiving entity(ies) does not reimburse the accountable entity for use of the asset.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
</table>
| Accountable Entity           | 1) Asset Acquisition Cost  
                              | 2) Acquisition Depreciation Expense                  | Actual Sustainment        | Actual Operation Expenditure                                | 1) Actual Capital Improvements  
                              |                                                      | Expenditure                                | Expenditure                                | 2) Actual Capital Improvement Depreciation Expense |
| Receiving Entity(ies)        | Imputed Cost for the Depreciation Expense associated with the Asset Acquisition Cost | Imputed Cost for Sustainment | Imputed Cost for Operation | Imputed Cost for Capital Improvements and associated Depreciation Expense |

(Proportionate to each entity’s occupancy rate)
Scenario Two

1. The accountable entity funded acquisition of the asset.
2. The receiving entity(ies) funds operation and sustainment (either through direct payment or reimbursement).
3. The receiving entity(ies) funds capital improvements.
4. The asset is solely occupied/used by the receiving entity(ies).

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accountable Entity</td>
<td>1) Asset Acquisition Cost</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2) Acquisition Depreciation Expense</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Receiving Entity(ies)</td>
<td>Imputed Cost for the Depreciation Expense associated with the Asset Acquisition Cost</td>
<td>Actual Sustainment Expenditure</td>
<td>Actual Operation Expenditure</td>
<td>1) Actual Capital Improvements</td>
</tr>
<tr>
<td>(Proportionate to each entity’s occupancy rate)</td>
<td></td>
<td></td>
<td></td>
<td>2) Actual Capital Improvement Depreciation Expense</td>
</tr>
</tbody>
</table>
Scenario Three

1. An entity other than the accountable entity funded acquisition of the asset.
2. The original acquisition funding entity funds operation and sustainment (either through direct payment or reimbursement).
3. The original acquisition funding entity funds capital improvements.
4. Asset is solely occupied/used by the original acquisition funding entity.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accountable Entity</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Original Acquisition Funding Entity | 1) Actual Asset Acquisition Cost  
2) Actual Asset Acquisition Depreciation Expense | Actual Sustainment Expenditure | Actual Operation Expenditure | 1) Actual Capital Improvements  
2) Actual Capital Improvement Depreciation Expense |
Scenario Four

1. An entity other than the accountable entity funded acquisition of the asset.
2. The original acquisition funding entity funds operation and sustainment (either through direct payment or reimbursement).
3. The original acquisition funding entity funds capital improvements.
4. The asset is occupied/used by the original acquisition funding entity and a receiving entity.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accountable Entity</td>
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| Original Acquisition Funding Entity | 1) Actual Asset Acquisition Cost  
2) Actual Asset Acquisition Depreciation Expense | Actual Sustainment Expenditure | Actual Operation Expenditure | 1) Actual Capital Improvements  
2) Actual Capital Improvement Depreciation Expense |
| Receiving Entity (Proportionate to entity’s occupancy rate) | Imputed Cost for Acquisition Depreciation Expense | Imputed Cost for Sustainment Expenditure | Imputed Cost for Operation Expenditure | Imputed Cost for Depreciation Expense associated with Capital Improvements |
Scenario Five

1. The accountable entity funded acquisition of the asset.
2. The asset is solely occupied/used by two receiving entities (A & B).
3. Entity A funds operation and sustainment (either through direct payment or reimbursement) without any reimbursement from Entity B.
4. The accountable entity funds capital improvements without reimbursement from either receiving entity.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
<tbody>
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<td>Accountable Entity</td>
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<td></td>
<td>1) Actual Capital Improvements</td>
</tr>
<tr>
<td></td>
<td>2) Actual Asset Acquisition Depreciation Expense</td>
<td></td>
<td></td>
<td>2) Actual Capital Improvement Depreciation Expense</td>
</tr>
<tr>
<td>Receiving Entity A (Proportionate to each entity’s occupancy rate)</td>
<td>Imputed Cost for the Depreciation Expense associated with the Asset Acquisition Cost</td>
<td>Actual Sustainment Expenditure</td>
<td>Actual Operation Expenditure</td>
<td>Imputed Cost for Depreciation Expense associated with Capital Improvements</td>
</tr>
<tr>
<td>Receiving Entity B (Proportionate to each entity’s occupancy rate)</td>
<td>Imputed Cost for the Depreciation Expense associated with the Asset Acquisition Cost</td>
<td>Imputed Cost for Sustainment Expenditure</td>
<td>Imputed Cost for Operation Expenditure</td>
<td>Imputed Cost for Depreciation Expense associated with Capital Improvements</td>
</tr>
</tbody>
</table>
Scenario Six

1. The accountable entity funded acquisition of the asset.
2. The asset is solely occupied/used by two receiving entities (A & B).
3. The accountable entity funds operation and sustainment costs and is fully reimbursed by each receiving entity.
4. Both receiving entities fund capital improvements to the asset.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
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</thead>
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<td>Actual Operation Expenditure</td>
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<td></td>
<td>2) Actual Acquisition Depreciation Expense</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Receiving Entity A (Proportionate to each entity’s occupancy rate)</td>
<td>Imputed Cost for Acquisition Depreciation Expense</td>
<td>Actual Sustainment Expenditure as Reimbursed</td>
<td>Actual Operation Expenditure as Reimbursed</td>
<td>1) Actual Capital Improvements (for the portion of investment funded)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2) Actual Improvement Depreciation Expense</td>
</tr>
<tr>
<td>Receiving Entity B (Proportionate to each entity’s occupancy rate)</td>
<td>Imputed Cost for Acquisition Depreciation Expense</td>
<td>Actual Sustainment Expenditure as Reimbursed</td>
<td>Actual Operation Expenditure as Reimbursed</td>
<td>1) Actual Capital Improvements (for the portion of investment funded)</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td>2) Actual Improvement Depreciation Expense</td>
</tr>
</tbody>
</table>
Scenario Seven

1. A Defense Agency or Activity other than an accountable entity funded the original acquisition.
2. The acquisition funding entity is no longer managing or utilizing the asset.
3. The asset is now solely utilized by two other entities (receiving entities A & B). Entity A manages the asset and is responsible for funding all of the operation and sustainment costs without reimbursement from Entity B.
4. Both entities fund capital improvements to the asset.

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost (Capitalized) &amp; Depreciation Expense</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost (Capitalized) &amp; Depreciation Expense</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accountable Entity</td>
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<tr>
<td>Original Acquisition Funding Entity</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Receiving Entity A</td>
<td>1) Actual Asset Acquisition Cost</td>
<td>Actual Sustainment Expenditure</td>
<td>Actual Operation Expenditure</td>
<td>1) Actual Capital Improvements (for the portion of investment funded)</td>
</tr>
<tr>
<td></td>
<td>2) Actual Acquisition Depreciation Expense</td>
<td></td>
<td></td>
<td>2) Actual Improvement Depreciation Expense</td>
</tr>
<tr>
<td>Receiving Entity B (Proporionate to entity’s occupancy rate)</td>
<td>Imputed Cost for Acquisition Depreciation Expense</td>
<td>Imputed Cost for Sustainment Expenditure</td>
<td>Imputed Cost for Operation Expenditure</td>
<td>1) Actual Capital Improvements (for the portion of investment funded)</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td>2) Actual Improvement Depreciation Expense</td>
</tr>
</tbody>
</table>
Scenario Eight

1. Two entities (acquisition funding entities) other than the accountable entity jointly fund acquisition of the asset.
2. The two acquisition funding entities jointly fund operation and sustainment.
3. The two acquisition funding entities jointly fund capital improvements.
4. The asset is solely occupied/used by the two acquisition funding entities (A&B).

<table>
<thead>
<tr>
<th>Financial Reporting Component</th>
<th>Acquisition Cost &amp; Depreciation Expense (Capitalized)</th>
<th>Sustainment Cost (Expensed)</th>
<th>Operation Cost (Expensed)</th>
<th>Capital Improvement Cost &amp; Depreciation Expense (Capitalized)</th>
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</tr>
</tbody>
</table>
| Acquisition Funding Entity (A) (Proportionate to entity’s share of funding.) | 1) Actual Asset Acquisition Cost  
2) Actual Asset Acquisition Depreciation Expense | Actual Sustainment Expenditure | Actual Operation Expenditure | 1) Actual Capital Improvements  
2) Actual Capital Improvement Depreciation Expense |
| Acquisition Funding Entity (B) (Proportionate to entity’s share of funding.) | 1) Actual Asset Acquisition Cost  
2) Actual Asset Acquisition Depreciation Expense | Actual Sustainment Expenditure | Actual Operation Expenditure | 1) Actual Capital Improvements  
2) Actual Capital Improvement Depreciation Expense |
VOLUME 4, CHAPTER 7: “INVESTMENTS AND OTHER ASSETS”

SUMMARY OF MAJOR CHANGES

All changes are 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 March 2013 is archived.

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<tr>
<td>070201</td>
<td>Clarified requirements for recording investment related transactions.</td>
<td>Revision</td>
</tr>
<tr>
<td>070202</td>
<td>Added clarity over the types of Treasury investments in which the Department is authorized to invest.</td>
<td>Addition</td>
</tr>
<tr>
<td>070203</td>
<td>Added definition of par value.</td>
<td>Addition</td>
</tr>
<tr>
<td>070204</td>
<td>Revised requirement to use separate accounts to record separate accounting events.</td>
<td>Revision</td>
</tr>
<tr>
<td>070207</td>
<td>Paragraph is no longer valid with the change in the reporting of contract financing payments as construction in process rather than advances and prepayments.</td>
<td>Deletion</td>
</tr>
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</table>
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CHAPTER 7

INVESTMENTS AND OTHER ASSETS

*0701 GENERAL

070101. Purpose

This chapter prescribes the accounting requirements for recording transactions in those asset accounts not covered in Volume 4, Chapters 2 through 6. These requirements are consistent with and implement the general accounting policy for assets prescribed in Volume 4, Chapter 1. Other assets are those assets not used directly in performing the Department of Defense (DoD) mission. These assets consist of securities held in various trust funds, assets acquired through means other than appropriations, and assets awaiting disposal.

0702 ACCOUNTING POLICY FOR INVESTMENTS AND OTHER ASSETS

*070201. Account References

Accounting events shall be recorded according to the requirements set forth in the Treasury Financial Manual and Office of Management and Budget Circulars using the accounting entries specified in the DoD Standard Chart of Accounts and Standard Financial Information Structure Transaction Library, unless otherwise stated. Financial record retention requirements are in Volume 1, Chapter 9.

070202. Investments

Investments represent the value of securities and other assets held for the production of revenues in the form of interest, dividends, rentals or lease payments, net of premiums and discounts. DoD has been authorized to invest in non-marketable, market-based, Treasury securities by the laws establishing MERHCF and MRF.

*070203. Investments in U.S. Treasury Securities

A. DoD Components holding such securities shall record the par value of U.S. Treasury securities for non-marketable market based Treasury securities. Par value is the amount
of principal a security pays at maturity. It is the amount printed on the face of a Treasury security. It is also referred to as the face value.

B. DoD Components holding such securities shall maintain an investment subsidiary ledger that provides the name, type, amount, acquisition date, acquisition cost, yield or interest rate, discount or premium, maturity date, and other applicable information for each investment.

C. DoD Components shall maintain a subsidiary account for each trust fund that invests in U.S. Treasury securities.

D. The disposition of a U.S. Treasury security may result in a gain or loss. A comparison of principal proceeds, the book value of a U.S. Treasury security, and any remaining unamortized premium or discount will determine whether there is a gain or loss.

E. Quarterly, the “Investments in U.S. Treasury Securities Issued by the Bureau of the Fiscal Service-Non-Marketable Market Based” account balance must be reconciled with the trust fund portfolios. Such reconciliations should occur whenever there is a change in trust fund managers or other employees having access to the securities, or when there is a substantial addition, disposition, or replacement in the composition of the portfolio.

F. Unless otherwise provided for by law, securities held by DoD trust funds are U.S. Treasury securities. The Treasury issues no certificates. Instead, Treasury notifies trust fund managers of portfolio increases or decreases using the “Transaction Confirmation.”

G. Source documents for entries to the account include U.S. Treasury securities, the “Transaction Confirmation,” collection and disbursement vouchers, amortization schedules, and journal vouchers.

*070204. Interest and Amortization


* B. Use Accounts 161100.0400 and 161200.0400 to record the unamortized discount or premium on U.S. Treasury securities issued by the Bureau of the Fiscal Service. Use Accounts 161300.0500 and 161300.0600 to record the amortization of discount or premium on U.S. Treasury securities issued by the Bureau of the Fiscal Service. Use separate accounts to record the accounting events related to U.S. Treasury securities. For example, discounts on U.S.
Treasury securities should be recorded separately from premiums on U.S. Treasury securities. The amortization of the related securities shall be accounted for in distinct accounts.

C. A subsidiary account for unamortized premiums or discounts shall be maintained for each trust fund for determining the gain or loss on the disposition of securities held by each trust fund. This information also is needed for reporting on the financial status of each trust fund.

D. The income derived from U.S. Treasury securities other than Treasury bills shall be the interest stated on the face of the securities adjusted for the amortized premium or discount. For Treasury bills, the difference between the purchase price and the price received at the time of sale or maturity is income.

E. Amortize premiums and discounts over the life of the securities using the interest method. Under the interest method of amortization, this is the amount equal to the carrying amount of the Treasury security at the start of the accounting period (cost plus or minus amortized discount or premium) of the investment times the effective interest rate. Thus calculated interest is the effective interest of the investment. The difference between the effective interest and the stated interest (par value times the stated interest rate) is the amount by which the discount or premium should be amortized for the accounting period. The effective interest rate (yield to maturity) may be calculated using a financial calculator or the RATE function in Excel.

F. Source documents for entries to this account include amortization schedules and journal vouchers.

070205. Other Investments


070206. Other Assets

Use “Other Assets” to record the value of assets not otherwise classifiable to a specific asset account. Establish applicable subsidiary accounts as necessary to meet management and reporting needs. Source documents for entries to this account include receiving reports and journal vouchers.
**VOLUME 4, CHAPTER 8: “FINANCIAL CONTROL OF LIABILITIES”**

**SUMMARY OF MAJOR CHANGES**

All changes are denoted by blue font.

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

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The previous version dated September 2011 is archived.

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<td>Multiple</td>
<td>Validated hyperlinks, adjusted fonts and format in accordance with the Department of Defense Financial Manual Regulation Standard Operating Procedures.</td>
<td>Revision</td>
</tr>
<tr>
<td>080302</td>
<td>Revised the definition of “Covered Liabilities” to align with the Office of Management and Budget Circular A-136, “Financial Reporting Requirements”.</td>
<td>Revision</td>
</tr>
<tr>
<td>080316</td>
<td>Revised the definition of “Probable” to align with Statement of Federal Financial Accounting Standards 5, “Accounting for Liabilities of The Federal Government”.</td>
<td>Revision</td>
</tr>
<tr>
<td>080318</td>
<td>Added reference to the Standard Financial Information Structure Transaction Library.</td>
<td>Addition</td>
</tr>
</tbody>
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CHAPTER 8

FINANCIAL CONTROL OF LIABILITIES

*0801 GENERAL

080101. Overview

A liability is an amount owed to a federal or nonfederal entity for items or services received and expenses incurred (including personnel related costs). Liabilities also result from assets to which title has been acquired (whether delivered or in transit), ongoing shipbuilding or percentage of completion based on construction (based on the entity’s engineering and management evaluation of actual performance progress and incurred costs), and cash received but as yet unearned. Included are amounts owed under grants, military and civilian pensions and certain post-retirement benefits, awards, and other indebtedness. In addition to liabilities arising from exchange (reciprocal) transactions, there are liability recognition points for nonexchange transactions generated from both government-related and government-acknowledged events.

080102. Purpose

This chapter prescribes the general accounting policy and definitions to be followed in accounting for Department of Defense (DoD) liabilities covered in Volume 4, Chapters 9 through 13. This guidance does not apply to liabilities accounted for by Nonappropriated Fund activities, which is located in Volume 13, Chapter 4.

*080103. Authoritative Guidance

This chapter implements the general liability provisions of Statement of Federal Financial Accounting Standards (SFFAS) Number 1, “Accounting for Selected Assets and Liabilities” and SFFAS Number 5, “Accounting for Liabilities of the Federal Government.”

0802 ACCOUNTING POLICY FOR LIABILITIES

080201. Recognition Criteria

Criteria for recognizing a liability, depicted in Figure 8-1, starts by identifying the event creating the liability as transaction based or nontransaction based.

A. Transaction Based Events. Both exchange and nonexchange are transaction based events because they require a transfer of something of value as a result of an entity event. Transaction based events are recognized in accordance with the following criteria:
1. A liability for an exchange transaction is recognized (recorded and reported) when the DoD receives goods and services in exchange for a promise to provide money or other resources in the future. Probable and measurable amounts that remain unpaid as of the financial statement report date should be recognized as liabilities.

2. A liability for a nonexchange transaction is recognized for any probable and measurable unpaid amounts due as of the financial statement report date.

3. The entity shall estimate the liability for the financial statement reporting date if the actual amount is unknown.

B. Nontransaction Based Events. Both government-related events and government-acknowledged events are nontransaction based events. Government nontransaction based events are recognized in accordance with the following criteria:

1. A liability for a government-related event is recognized at the time of occurrence, if the expected resource outflow is both probable and measurable, or soon thereafter as it becomes probable and measurable.

2. Before a government-acknowledged event is considered for recognition, Congress must appropriate or authorize the funds. Once Congress appropriates the funds, the liability must be taken care of by entering into an exchange or nonexchange transaction. The liability is then recognized by following the criteria in subparagraph 080201.A for exchange and nonexchange transactions.

C. Recognition of a liability is not dependent on the availability of funds, except for government-acknowledged events. However, the status of funding does dictate the category of the recognized liabilities used for disclosure and reconciliation purposes as outlined in paragraph 080202. Recognized liabilities are categorized as funded liabilities, covered liabilities, or liabilities not covered by budgetary resources (unfunded liabilities).

D. Accounting and reporting provisions need not be applied to immaterial liabilities. However, all assertions of immateriality shall be supportable and the materiality determination shall be fully documented. Both qualitative and quantitative factors need to be considered in determining materiality.

E. Contingent liabilities are recorded and reported as a liability or disclosed as a contingency in a footnote to the financial statements, depending on the probability of occurrence and the ability to estimate the expected outflow of resources. Contingent liabilities should be recorded in DoD financial systems and reported in financial statements when:

1. A past event or exchange transaction has occurred;

2. A future outflow or other relinquishment of resources is probable (the future confirming event or events is more likely than not to occur), and
3. The future outflow or other relinquishment of resources is measurable (with sufficient reliability to be reasonably estimable).

F. A contingent liability should be disclosed in the annual financial statements if any of the conditions for liability recognition are not met and there is at least a reasonable possibility that a loss or additional loss may be incurred. Disclosure is necessary if the financial statements would otherwise be misleading. The decision to disclose shall be based on materiality of the loss contingency and its possible impact on the financial statements and DoD operations.

080202. Reporting and Disclosures

A. Intragovernmental liabilities shall be reported separately from nonfederal entities. See Volume 6B, Chapter 4 for further discussion on reporting.

B. Disclosures shall be made for liabilities that are not covered by budgetary resources. See Volume 6B, Chapter 10 for further discussion on disclosures.

0803 DEFINITIONS

080301. Contingency

A contingency is a condition, situation, or set of circumstances involving uncertainty as to possible gain or loss. The uncertainty will be resolved in the future when one or more events occur or fail to occur.

*080302. Covered Liabilities

Liabilities Covered by Budgetary Resources are liabilities incurred which are covered by realized budgetary resources as of the Balance Sheet date.

080303. Current Liability

A current liability is an amount owed by an entity for which the financial statements are prepared, and for which the entity expects to outlay the resources within one year of the reporting date.

080304. Exchange (Reciprocal) Transactions

An exchange transaction is one in which each party relinquishes value and receives value in return.

080305. Funded Liabilities

Funded liabilities are comprised of all liabilities for which budget authority has been received and obligated.
Government-Acknowledged Events

A government-acknowledged event is a nontransaction based event that is of financial consequence to the Federal Government because the Federal Government has chosen formally to accept the associated financial responsibility. An example would be the assumption of responsibility for damage caused by a natural disaster (such as tornado damages to a United States town and the Congress appropriates funds in response to the disaster).

Governmental Liability

A governmental liability is an amount owed by a federal entity to a nonfederal entity. These liabilities are also called nonfederal or public liabilities.

Government-Related Events

A government-related event is a nontransaction based event that involves interaction between the Federal Government and its environment. An example is an expense to be paid as the result of current government operations, such as the estimated cost of repairing accidental damages to private property.

Intragovernmental Liability

An intragovernmental liability is an amount owed by a federal entity to another federal entity.

Liabilities Not Covered By Budgetary Resources

Liabilities not covered by budgetary resources are those liabilities in which budget authority has not been received and congressional action is needed before budgetary resources can be provided. These liabilities are also called unfunded liabilities.

Liability

A liability for federal accounting purposes is a probable and measurable future outflow or other sacrifice of resources as a result of past transactions or events.

Materiality

Materiality is the magnitude of an item's omission or misstatement in a financial statement that, in the light of surrounding circumstances, makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the inclusion or correction of the item.
080313. Measurable

A liability is measurable if it has a relevant attribute that can be quantified in monetary units with sufficient reliability to be reasonably estimable.

080314. Noncurrent Liability

A noncurrent liability is an amount owed by an entity for which the financial statements are prepared, and for which the entity expects to outlay the resources beyond one year of the reporting date.

080315. Nonexchange Transactions

A nonexchange transaction is one in which the DoD promises to provide money or other resources in the future without a promise of receiving direct value in return. An example would be grant payments to state and local governments to carry out a public purpose, when authorized by a law of the United States.

*080316. Probable

Probable refers to that which can reasonably be expected or is believed to be more likely than not to occur on the basis of available evidence or logic. In the context of assessing the outcome of matters of pending or threatened litigation and unasserted claims, and recognizing an associated liability, "probable" refers to that which is likely.

080317. Transaction and Event

A transaction is an event involving the transfer of something of value. An event is a happening that has financial consequences to an entity. An event may be an internal event that occurs within an entity, such as placing an item in service, or an external event that involves interaction between an entity and its environment, such as an act of nature, a theft, vandalism, an injury caused by negligence, or an accident.

*080318. Transaction Recording

The accounting events discussed must be recorded in accordance with the Standard Financial Information Structure Transaction Library and reported in accordance with the regulations promulgated by the Department of the Treasury and the Office of Management and Budget.
Figure 8-1. RECOGNITION OF LIABILITIES

EXTERNAL EVENTS THAT HAVE OCCURRED AND ARE OF CONSEQUENCE TO THE DEPARTMENT

Transaction Based

Exchange Transaction

Nonexchange Transaction

Nontransaction-Based

Government Related Event

Government Acknowledged Event

Congress has Appropriated or Authorized Resources

Exchange Transaction

Nonexchange Transaction

FUTURE OUTFLOW OF RESOURCES OR OTHER RELINQUISHMENT IS PROBABLE AND MEASURABLE

Payment is Due and Payable

LIABILITY RECOGNITION
### VOLUME 4, CHAPTER 9: “ACCOUNTS PAYABLE”

#### SUMMARY OF MAJOR CHANGES

All changes are denoted by blue font.

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

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<td>0901</td>
<td>Reformatted General section to comply with the Department of Defense Financial Management Regulation Standard Operating Procedure dated June 2015.</td>
<td>Revision</td>
</tr>
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<td>090201</td>
<td>Added receipt and acceptance requirements. Added definition of acceptance per Federal Acquisition Regulation (subparagraph A). Added language to clarify roles of the contracting officer/designee and treatment of Personally Identifiable Information (subparagraph A.3). Added paragraph to address treatment of goods shipped Free on Board destination (subparagraph B.2).</td>
<td>Addition</td>
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<td>090201</td>
<td>Deleted reference to the need for acceptance of a good or service prior to recording the accounts payable as it is not a requirement of Statement of Federal Financial Accounting Standards 1, “Accounting for Selected Assets and Liabilities.”</td>
<td>Deletion</td>
</tr>
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<td>090202</td>
<td>Added accrual estimation requirements. Added documentation requirements for estimated accrual reviews (subparagraph A.3).</td>
<td>Addition</td>
</tr>
<tr>
<td>090203</td>
<td>Added quarterly accrual requirements. Added language to address scenario when all relevant information cannot be obtained in time for preparation of quarterly financials (subparagraph A). Added requirements for accruals posted by automated systems (subparagraph B). Added requirements for accruals posted by automated systems (subparagraph C).</td>
<td>Addition</td>
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<td>090205</td>
<td>Added discussion of material weakness related to intragovernmental transactions and remedial actions (subparagraph A).  Added requirements for recording accruals for intragovernmental orders including the need for estimates when definitive amounts are not available (subparagraph B).</td>
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<tr>
<td>090206</td>
<td>Added receipt and acceptance requirements for intragovernmental purchases.</td>
<td>Addition</td>
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<td>090207</td>
<td>Added requirements for accruals of significant late payment interest.</td>
<td>Addition</td>
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<td>090208.B</td>
<td>Added information required on documentation supporting the accounts payable entry.</td>
<td>Addition</td>
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<tr>
<td>090210</td>
<td>Clarified when liquidation of an accounts payable liability occurs with other than a three-way match scenario to include an exchange-in-kind business transaction.</td>
<td>Revision</td>
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<td>090211</td>
<td>Clarified policy to require financial management personnel to work through the cognizant contracting officer to request invoices from contractors after contract performance has occurred and been accepted. Added documentation requirements for accounts payable amounts written-off, correction of abnormal accounts payable balances, and the documentation needed to support the revised posted accounts payable amount. Updated limitation period for untimely claims to comply with United States Court of Appeals ruling on Sikorsky Aircraft Corp. versus United States, 773 F.3d 1315 (Fed. Cir.2014).</td>
<td>Addition</td>
</tr>
<tr>
<td>Policy Memo</td>
<td>This revision incorporates and cancels the Deputy Chief Financial Officer memorandum, “Accounting Policy for Receipt and Acceptance for Intragovernmental and Interfund Transactions,” dated July 8, 2013.</td>
<td>Cancellation</td>
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CHAPTER 9

ACCOUNTS PAYABLE

*0901 GENERAL

090101. Purpose

This chapter provides the financial management policy for recording accruals for both intragovernmental and non-federal accounts payable. The accounts payable policy in this chapter does not address liabilities related to on-going continuous expenses such as employees’ salaries and benefits or contract holdbacks, both of which are reported as other current liabilities.

090102. Authoritative Guidance

The policy implements applicable provisions of Statement of Federal Financial Accounting Standards (SFFAS) 1, “Accounting for Selected Assets and Liabilities” and SFFAS 5, “Accounting for Liabilities of the Federal Government.” The accounting events discussed in this chapter must be recorded in accordance with United States Standard General Ledger (USSGL), Department of Defense (DoD) USSGL Transaction Library available on the Standard Financial Information Structure web page and reported in accordance with the regulations promulgated by the Department of the Treasury (Treasury) and the Office of Management and Budget (OMB). Refer to Volume 1, Chapter 7, for DoD policy regarding the USSGL.

0902 ACCOUNTING POLICY

SFFAS 1 defines accounts payable as amounts owed to other entities for goods and services received (actual or constructive receipt), progress in contract performance, and rents due to other entities. SFFAS 5 states amounts payable for services are recognized when work is performed. The following paragraphs outline the policy for recognizing the accounts payable liability.

*090201. Accounts Payable Recognition, Receipt and Acceptance

A. Components must record an accounts payable liability in the appropriate accounting period for the receipt of goods or services ordered, regardless whether the receipt is from a Federal or non-federal source. Accounts payable arise when the entity accepts title to goods or services, whether the goods are delivered or in-transit. Accounts payable must be recorded when (as of acceptance date) the entity accepts title. Normally, but not always, title passes when the goods or services are received. However, when goods are accepted by a government official at a contractor’s site or at a location other than the entity’s place of business, the accounts payable must be recorded as of the acceptance date. The contract for the goods specifies when title transfers. The process for reporting accounts payable should provide for reporting the payable when the title transfers. For facilities or equipment being manufactured or constructed, an accounts payable should be recorded in the period the benefits are received by
The recording of the accounts payable should not be delayed pending the formal acceptance of the good or service, or the receipt of a corresponding invoice for that good or service. Accounts payable policy for intragovernmental purchases is covered in paragraph 090205. Per Financial Acquisition Regulation (FAR) Section 46.501, acceptance constitutes acknowledgment that the supplies or services conform with applicable contract quality and quantity requirements. Acceptance shall ordinarily be evidenced by execution of an acceptance certificate on an inspection or receiving report form or commercial shipping document/packing list. Documentation requirements are defined in paragraph 090211.

1. Amounts recorded as accounts payable must be supportable with appropriate documentation. Documentation typically includes at least two types of information: documentation that relates to an obligation, agreement or transaction with another entity (e.g., a contract, Military Interdepartmental Purchase Request [MIPR], project order, or reimbursable work order [RWO]), and documentation that relates to establishment of the amount recognized as payable (e.g., proof of receipt). It is imperative that Components completely and accurately record their accounts payable liabilities. Accurate recording includes identification or distinction between an operating expense or capital asset/ type of capital asset to the extent possible. Responsibility for obtaining and maintaining documentation evidencing amounts payable resides with the Component that is the buyer of goods or services, rather than the seller.

2. Components must use proper protocols for receipt and acceptance of goods and services. This requirement applies to amounts owed for goods and services provided both via commercial acquisition contracts with the public and via intragovernmental transactions with other Federal entities. Protocols for receipt and acceptance should be comport with applicable directives, such as Defense Logistics Manual 4000.25-1, Military Standard Requisitioning and Issue Procedures, Chapter 5, “Release and Receipt of Materiel” and Defense Logistics Manual 4000.25-2, Military Standard Transaction Reporting and Accountability Procedures, Chapter 4, “Receipt and Due-In.”

3. Audit evidence of “receipt” must document the item(s) or service(s) and related applicable quantities received, the date the item(s) or the service(s) were received, and contain the authorizing official’s name and authorizing signature or electronic equivalent. Consistent with FAR Section 42.202, acceptance under acquisition contracts should be accomplished by the contracting officer, or by their designee. Components must ensure the audit evidence includes the calculations used to determine the amount accrued, or the basis used to estimate the amount. The documentation may, for example, include monetary amounts shown on or calculated from a purchase order or contract, historical data, or documented using a contracting officer or technical representative provided value. If audit evidence includes Personally Identifiable Information or sensitive commercial or proprietary information (such as internal labor rates provided to support certain incurred cost vouchers), such information may be redacted or described in aggregate.

4. Audit evidence of “acceptance” typically establishes that the goods/services received satisfy the criteria in the order (e.g., requisition order, interagency agreement, or contract) and acknowledgement that the goods/services are of acceptable condition/quality.
5. Components must develop, implement, and validate internal controls are in place for all intragovernmental and interfund transactions, and for transactions with the public. Components must ensure receipt and acceptance is properly accomplished and documented by authorized personnel. Documentation must be made available within the timeframe prescribed by the auditor when requested during audits.

6. Amounts owed for goods or services received from Federal entities represent intragovernmental transactions and must be reported separately from amounts owed to the public.

B. The timing of the recording of an accounts payable liability for goods shipped Free on Board (FOB) is determined by the shipping terms.

1. Components must record an accounts payable liability if the goods procured are in-transit if shipped FOB origin or shipping point and/or the Component has gained title to an asset even though it does not yet have that asset in its physical possession. When the shipping contract states FOB origin or shipping point, the ownership of, or title to the cargo, passes on to the buyer when the goods are placed on the conveyance by which they will be transported. When amounts are not available at the end of an accounting quarter, Components must estimate the accounts payable as identified in paragraph 090202.

2. Components must record an accounts payable liability when the goods procured are received from the shipper, if shipped FOB destination. Under these shipping circumstances the Component does not gain title to the asset until the goods are removed from the shipper’s conveyance at the designated delivery point.

C. If an entity is offered a discount by a vendor, whether stipulated in the contract or offered on an invoice, an entity may take the discount if economically justified but only after acceptance has occurred. If the vendor does not place a date on the invoice, reject the invoice. The invoice must have an invoice date, as per Title 5, Code of Federal Regulations (CFR) 1315-9, to be a proper invoice. When an invoice is improper, return the invoice to the vendor within seven days of receipt of the invoice per 5 CFR 1315.4(g)(5). Refer to Volume 10, Chapter 2 for further discussion on discount offers and calculations.

*090202. Accounts Payable Recognition – Estimating the Accrual

A. When definitive amounts or invoices are not available, but the requirements for recording an accounts payable liability as stated in paragraph 090201 exist when financial statements are prepared at a minimum, Components must estimate and record an accrual when any of the following conditions exist:

1. Services are performed but the corresponding invoices are not received at period end (e.g. professional service contract).
2. Equipment and facilities are being manufactured or built based on the Government's specifications but the corresponding invoices are not received at period end (e.g. aircraft, building, etc.).

3. Goods received and accepted by the Government but the corresponding invoices are not received at period end (e.g. computers delivered and accepted by the Government but invoices are not yet received).

This estimate must be later reversed, and a more definitive amount recorded, when more complete data becomes available (e.g., upon receipt of an invoice or billing) in the normal course of business.

B. Components must have controls in place to ensure that a payable is not recorded again (i.e., duplicated) when an invoice is subsequently received involving the same procured goods or services in the normal course of operations.

C. The supporting documents (or mechanized program(s) used for the accrual estimates) must clearly show the calculations and data used to compute the amounts. This documentation must also identify who prepared the estimate, the date prepared, and who received and reviewed/approved the estimate. Components must ensure the documentation is of sufficient quality to allow an independent third party, such as an external auditor, to understand and verify the basis, value, and rationale for the recorded amount.

D. Methods for calculating the accrual estimate must be periodically validated for reasonableness by comparing the estimate to actual data once available. At a minimum, the estimating methodology must be reviewed at fiscal year-end. The estimating methodology will also need to be reviewed if there is a material change to the business process that causes material differences between the method’s estimate and actual amounts or if the initial assumptions used in making the estimate materially change and the initial accrual estimate is materially affected. Performance of these reviews, as well as approval of the review must be documented by the Component/Agency. This documentation must be maintained for auditors to validate that the review was performed and that it was approved by management.

*090203. Accounts Payable Recognition – Quarterly Accruals

A. To assist in developing more accurate financial statements, at least quarterly, Components must ensure an accrual is recorded for all procurements in which DoD has received a measurable benefit from, or ownership title to, but has not been documented due to the lack of a receiving report or invoice. Components may need to make inquiries to cognizant contracting officers or the contracting officer’s technical representatives to identify material dollar value of undelivered orders, not yet invoiced or captured in receiving reports to assist with establishing these quarterly accruals. In the event that the Component/Agency cannot obtain all necessary information from the contracting representatives within the 21 days allowed for the preparation of quarterly financial statements, the best available information should be used to estimate the accrual. Adjusting entries must be made in subsequent periods, as information becomes available from contracting representatives.
B. Components must also accrue temporary duty (TDY) travel taken, not yet disbursed or otherwise accounted for as a liability, as an accounts payable liability at least quarterly. Additionally, Components will need to record an accounts payable liability for TDY travel that crosses two or more accounting quarters on an estimated/proportional basis, if significant. The accrued liability must be recorded in the applicable accounting period and supported with appropriate documentation (or mechanized programs) that clearly shows the calculations and data used to compute the amount of the liability. This supporting documentation must also evidence who prepared and who received the estimate and the dates these activities were completed. If accruals are posted by mechanized programs, documentation of information such as who prepared the estimate, date prepared, who received the estimate, or who reviewed the estimate may not be available. In this case, all available information captured by the mechanized program should be captured in the accrual.

C. Components must also accrue Permanent Change of Station (PCS) travel taken, not yet disbursed or otherwise accounted for as a liability, as an accounts payable liability at least quarterly. Additionally, Components will need to record an accounts payable liability for PCS travel that crosses two or more accounting quarters on an estimated/proportional basis, if significant. The accrued liability must be recorded in the applicable accounting period and supported with appropriate documentation (or mechanized programs) that clearly shows the calculations and data used to compute the amount of the liability. This supporting documentation must also evidence who prepared and who received the estimate and the dates these activities were completed. If accruals are posted by mechanized programs, documentation of information such as who prepared the estimate, date prepared, who received the estimate, or who reviewed the estimate may not be available. In this case, all available information captured by the mechanized program should be captured in the accrual.

D. When estimating these accruals, Components must follow the policy stated in paragraph 090202.

E. Fixed-priced construction contracts containing payment provisions allowing for contractors to receive progress payments based upon the percentage or stage of completion require special consideration when recording the accounts payable liability.

1. Components must record the payable in an amount that reflects the unpaid portion of the contractor’s progress payment request for which the estimate of actual progress has been concurred to or approved by the contracting officer. The accounts payable amount recorded should not include any amounts being withheld from the contractor pending acceptance and completion, or for other contract administration reasons, as per the terms of the contract. The supporting documentation should include engineering estimates and management evaluation of actual performance progress to validate the percentage of completion used. The contracting officer or their designee must maintain the supporting documentation, and be prepared to provide it to the Defense Finance and Accounting Service to support the accounts payable amount.
2. The accounts payable for this type of contract is recognized because formal acceptance of the final product by the DoD Component is not the determining factor for accounting recognition. The DoD Component acquires an asset during each accounting period based on constructive or de facto receipt, and thus must recognize/record an accounts payable during each accounting period to reflect the accumulation of that asset. Refer to Chapter 10 for additional guidance on personnel related accrued liabilities.

090204. Accounts Payable Recognition – Availability of Funds

Components must not delay the recognition of an accounts payable liability pending the availability of funds. The accounts payable not covered by budgetary resources must be disclosed in the notes to the financial statements (refer to Volume 6B, Chapters 4 and 10). A potential violation of the Antideficiency Act (ADA) may exist if the amount of a payable exceeds the total availability of funds. Refer to Volume 14 for the financial management policy regarding an ADA violation.

*090205. Intragovernmental Purchases

A. Procuring a good or service from another DoD Component or Federal entity is considered an intragovernmental purchase under the Treasury Financial Manual (TFM) Chapter 4700. Payables due to DoD Components or other Federal entities are intragovernmental payables and must be reported separately from payables due to public entities. Note that OMB Circular A-11 uses the term “intergovernmental” for transactions between or among accounts of Federal entities, and that transactions with non-appropriated fund instrumentalities are reported as transactions with the public. Treasury considers both interdepartmental and intradepartmental transactions to be subsets of intragovernmental transactions. The separation of intragovernmental and public transactions needs to be identified at the transaction level in accordance with Treasury regulations to allow for the proper summarization at the various reporting levels within the DoD, and ultimately the Federal Government as a whole. Identification at the transaction level will also support auditability down to the transaction level where the supporting documentation would normally exist. It also provides the capability to perform intragovernmental elimination entries at various organizational reporting levels.

B. Components must record accounts payable liability for intragovernmental purchases in the appropriate accounting period to recognize the receipt of goods or services ordered regardless of the document used in placing the order (e.g., MIPR, project order, or RWO). Components must ensure the liability is recorded during the accounting period that the benefit was received and not delayed pending receipt of a corresponding interagency billing or subsequent payment thereof. Documentation supporting the amount recorded must clearly show the basis (description of the good, quantity and amount; for services, description of the service, labor hours and amount) for the amount recorded as a payable (e.g., MIPR, project order, RWO, reciprocal agreement) and proof of receipt. The documentation must also be of sufficient quality to allow an independent third party, such as an external auditor, to understand and verify the basis, value, and rationale for recorded amounts.
1. In accordance with the TFM section 9.1.3 in Appendix 10, Volume 1, Part 2, Chapter 4700 “Receipt and Acceptance Phase”, as the seller performs the work necessary to deliver the agreed-upon goods/services, the seller will report the accrual amount to the buyer, at a minimum, on a quarterly basis.

2. As the buyer recording the accounts payable amount, Components must ensure that the reciprocal agreement, MIPR, or RWO includes an agreed-upon process the seller will use for providing the accrual amount. The agreement should also address the timing and valuation of the accrual to allow for a fair representation of the liability during the reporting period. The agreement should also address the documentation requirements stated in paragraph 090211.

3. The buyer and seller should work together in establishing the process and timing of the accrual to avoid the need for subsequent reconciliation efforts to bring the amounts reported by each entity into balance. When definitive amounts are not available to record the accounts payable, the buyer must work jointly with the seller to estimate the amount to record as the accrual minimally on a quarterly basis. Refer to paragraph 090202 for the policy associated with estimating accruals.

4. Regardless whether policy identifies the seller as being responsible for providing the buyer the accounts payable accrual, it still remains incumbent upon the buyer to identify and record all accounts payable accruals. Buyers are ultimately responsible for their own financial statements, and thus should engage with the seller to identify the appropriate amount to accrue. If actual cost is not available to adjust the estimated cost during the current accounting period, the adjusting entry must be made in the subsequent period, when actual cost information becomes available.

C. Components must ensure an accounts payable liability is also recorded if the goods are in-transit if shipped FOB shipping point or origin and/or the buying DoD Component has gained title to an asset even though it does not yet have that asset in its physical possession. Component buyers need to work with the intragovernmental seller to ensure this business event is identified and the corresponding accounts payable liability is recorded.

    *090206. Late Payment Interest

Components must record in accounts payable an amount for prompt payment interest and other penalties incurred on late payments as required under terms of the non-federal contract. Refer to Volume 10, Chapter 7 for the policy on late payment interest and penalties. Components must also consider and record a quarterly accrual estimate for late payment interest and/or penalties to reflect any expected large dollar value late payments that will result in a significant interest and/or penalty liability in the reporting period. Defining what amounts are “significant” for these purposes is left to the discretion of the Component.
*090207. Refunds Due

Components must record an accounts payable liability to reflect the amount of refunds due but not paid at the end of the reporting period, when applicable. The amount to record should either be for the exact amount of the refund when known and positively established and clearly documented, or estimated under the provisions in paragraph 090202.

090208. Monetary Credits

A. DoD entities authorized by specific statutory authority to issue monetary credits as compensation for property or services received from non-federal entities must also record an accounts payable liability during the period the benefit from the property or services is received. These monetary credits give the seller credits in dollar amounts reflecting the agreed-upon value of the acquired property or received service. The holder of the credits may apply them later to reduce an amount owed to the government (by the holder) in other, sometimes unrelated, transactions with the government. When monetary credits are used for exchange transactions, the DoD entity must record an accounts payable liability equal to the value of the monetary credit.

B. Components must ensure the documentation supporting the accounts payable entry specifically identifies the property or services received, the date received, the name and signature of the DoD receiving official and include the bilateral agreement between the non-federal entity and designated DoD representative establishing the agreed-upon value. Components must also ensure the documentation is of sufficient quality to allow an independent third party, such as an external auditor, to understand and verify the basis, value, and rationale for the recorded amount.

090209. Closed Appropriations

When an appropriation account is closed, any remaining balance in the account is required to be cancelled and unavailable for obligation or expenditure for any purpose. However, legitimately incurred obligations that have not been paid at the time an appropriation is canceled must be reinstated to canceled payables and paid out of a current unexpired appropriation that is available for obligation for the same purpose as the closed account. Refer to Volume 3, Chapter 10 for more specific requirements for expired and closed accounts and Volume 3, Chapter 13 for more specific policy addressing payables involving closed appropriations.
*090210. Liquidating Accounts Payable

Accounts payable recorded in relation to receipt of a particular good or service must be liquidated when the liability created by the payable is settled. Generally, this occurs after a three-way match of a contract, receiving report, and proper invoice is performed, and a disbursement is made to satisfy the billed amount. In other than the three-way match scenario, the accounts payable liability will be liquidated when all required prepayment approvals have occurred, and other payment controls satisfied that result in generating a payment or recognizing an exchange-in-kind transaction business event.

*090211. Reviewing Accounts Payable Balances

A. The accounting office must review and reconcile the accounts payable balances to the transaction detail in supporting accounting systems in conjunction with the triannual review of commitments, obligations, accounts payable, and accounts receivable as required in Volume 3, Chapter 8. As part of the triannual or other accounts payable reviews conducted, the budgetary accounts associated with the accounts payable balances (e.g., delivered order unpaid, obligations unpaid) must be reconciled to proprietary accounts payable balances. The accounting office must research any differences, fully document the rationale for necessary adjustments, and obtain approval from the DoD Component’s Comptroller or their designated representative before making the adjustments. All adjustments made and associated documentation must be retained by the accounting office to support future financial statement related audits.

B. The accounts payable recorded to reflect the payment liability for acceptable final performance on a contract or order must remain on the account until liquidated through proper payment, or until receipt of contractual or legal documents that remove the remaining liability. Components must assign financial management personnel to work through the cognizant contracting officer to request an invoice from the contractor for any accounts payable amount remaining unliquidated due to non-receipt of an invoice or billing within 180 days from the date of acceptable final contract performance. Component personnel must continue to pursue receipt of overdue invoices through the contract administration and funds holding echelons as necessary to avoid canceled appropriations and to improve accounts payable reporting. Refer to Volume 3, Chapter 8 for policy associated with dormant commitments and unliquidated obligations eligible for closeout on physically complete contracts.

1. Continued non-receipt of an invoice on firm fixed-price contracts may extinguish the contractor’s right to payment and relieve DoD’s obligation to pay for the uninvoiced goods or services.

2. When a contractor has failed to invoice for the received and accepted goods or services after more than six years since the date of acceptance by DoD, the relevant accounts payable may be considered for write-off after coordination with the contracting activity and/or legal counsel, and if applicable, the Defense Contract Audit Agency and the Defense Contract Management Agency. Documentation in support of this write-off must clearly represent that the over-aged accounts payable no longer continues to represent a legal liability of DoD after giving due consideration to whether or not the Government has acted to toll or...
suspend the Contract Disputes Act’s six-year limitation period on assertion of claims codified at Title 41, United States Code, section 7103. The documentation must also include the contracting officer’s determination that the legal liability to pay on the contract no longer exists. Components must ensure the accounts payable amounts written-off contain sufficient documentation to allow an independent third party, such as an external auditor, to verify the basis, value, and rationale for the write-off.

C. The accounting office must investigate accounts payable debit balances over $100. These debit (abnormal) balances may result from any number of circumstances (e.g., duplicate payments and unrecorded accounts payable), and must be corrected after a thorough research of the underlying documentation associated with the business events and transactions impacting the particular accounts payable account.

1. Components must ensure subsequent adjustments to correct the abnormal balance are fully documented. This documentation must include a description of the circumstances that caused the initial abnormal balance and support the valuation of the revised amount. It also must include the names and signatures (or electronic equivalent) of the management official(s) approving the adjustment and should also identify the correcting steps being taken to prevent reoccurrence. All of this documentation must be available for review by the independent auditors if necessary. The accounting office should also identify and report to management any recommendations for changes to internal controls or business processes to preclude incurring abnormal accounts payable balances in the future.

2. If the investigation of a debit balance discloses an overpayment or under-recouped funds related to a contract or vendor payment, the accounting office must coordinate with the responsible entitlement and disbursing offices to pursue collection or recoupment in accordance with the policies in Volume 10, Chapter 18.

D. The inability to match a performance report or invoice with a corresponding obligation may indicate a breakdown of fund control processes and a material weakness in internal controls. When posting a transaction to accounts payable does not disclose a corresponding obligation, this may be evidence that either a contract has not been awarded or a posting error has occurred. The accounting office must request the necessary documentation to support the required accounting entry and notify appropriate officials that receiving reports or invoices are being received without a corresponding recorded obligation. Refer to Volume 3, Chapter 11 for policy on recording an obligation for an unresolved negative unliquidated obligation.

E. There also may be instances in which disbursements have been reported by a disbursing office, through a paying center, to the Treasury and charged against the Department’s fund balances, but have not yet been received or processed by the applicable accounting office for recordation against the applicable corresponding obligation. These transactions are defined as disbursements in-transit, and based on the USSGL Crosswalk, map to the accounts payable line of the balance sheet. Refer to Volume 3, Chapter 11 for disbursements in-transit policy.
090212. Accounts Payable Document Retention

All documentation in support of accounts payable entries and adjustments must be readily available for review by auditors, management, and other Component financial management personnel. Documentation retention policy is contained in Volume 1, Chapter 9.
VOLUME 4, CHAPTER 10: “ACCRUALS FOR PERSONNEL RELATED LIABILITIES”

SUMMARY OF MAJOR CHANGES

All changes are 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 2013 is archived.

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<td>100102</td>
<td>Added required Authoritative Guidance paragraph to identify the chapter’s statutory or other authority per the Department of Defense Financial Management Regulation Revision Standard Operating Procedures dated June 2015.</td>
<td>Addition</td>
</tr>
<tr>
<td>100301.D</td>
<td>Revised paragraph to state material bonuses and awards should be accrued and that materiality is the responsibility of the Components.</td>
<td>Revision</td>
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<tr>
<td>100301.H</td>
<td>Added distinction between funded annual leave for Working Capital Funds and unfunded annual leave for all other fund types.</td>
<td>Addition</td>
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<tr>
<td>100301.I</td>
<td>Revised paragraph to indicate that sick leave is now used in the calculation of federal employees’ retirement.</td>
<td>Revision</td>
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<td>100303</td>
<td>Added general requirements to account for Liability for Pensions, Other Retirement Benefits, and Other Postemployment Benefits.</td>
<td>Addition</td>
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<tr>
<td>100304</td>
<td>Added detailed requirements to account for pensions.</td>
<td>Addition</td>
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<tr>
<td>100305</td>
<td>Added detailed requirements to account for Other Retirement Benefits.</td>
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<td>100306</td>
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CHAPTER 10

ACCRUALS FOR PERSONNEL RELATED LIABILITIES

1001 GENERAL

100101. Purpose

This chapter provides accounting policy and related requirements for recording Department of Defense (DoD) liabilities for accrued payroll and benefits, actuarial liabilities, and civilian severance pay.

100102. Authoritative Guidance

This chapter prescribes the accounting policy and authoritative guidance necessary to establish financial control over the DoD accruals for personnel related liabilities. This chapter implements applicable provisions of Statement of Federal Financial Accounting Standards 1, “Accounting for Selected Assets and Liabilities.” The accounting events discussed in this chapter must be recorded in accordance with the United States Standard General Ledger Standard Financial Information Structure Transaction Library and reported in accordance with the regulations promulgated by the Department of the Treasury and the Office of Management and Budget.

1002 AUDIT READINESS/INTERNAL PROCEDURES

Each DoD Component must develop and implement internal operating procedures and/or guidance to execute this overarching policy in a manner that ensures complete, consistent, timely, accurate, valid, and relevant financial data.

1003 ACCOUNTING POLICY FOR ACCRUALS

100301. Standards

The accounting principles and policy applicable to the Financial Control of Liabilities are cited in Chapter 8. In addition to this guidance, and to ensure clarity, the standards, as listed in the following subparagraphs must be adhered to in accounting for accruals associated with personnel related liabilities.

A. The accounts must be updated based on appropriate source documents and reflect the latest pay adjustments, leave balances, levels of benefits, and changes in benefit rules.

B. Reasonable estimates (accruals) of the costs of services performed by DoD military and civilian employees, including overtime, must be made when a pay period does not coincide with the end of an accounting period. Such accruals must be recorded in the applicable accounting period based on journal vouchers with supporting documentation (or mechanized programs) that clearly shows the calculations and data used to compute the amount of the liability.
The journal vouchers must be signed by the appropriate authorized accounting official. These accruals must be removed from the accounts only when the related pay is disbursed.

C. Amounts due for annuities, adjudicated claims, and benefit payments as of the end of the period must be recorded in the applicable accounting period based on available information, provided that the payment is probable and the amount estimable. Such amounts must be recorded based on journal vouchers and supporting documentation clearly showing the basis for the amounts recorded. The journal vouchers must be signed by the appropriate authorized accounting official. Except for the DoD Component's share of fringe benefits computed as a part of the pay computation process, applicable accruals must be reversed at the start of the next accounting period and actual costs accumulated.

D. Accrue merit bonuses and awards, if material in amount, in the accounting period earned. Components are responsible for assessing a material threshold.

E. A compensated absence is an employee absence (ordinarily for vacation or illness) for which the employee will be paid. When DoD employees accrue rights to take leave with pay, DoD Components incur an expense and liability measured by the salary cost at the time that the leave may be taken.

F. Accrue the cost of unused annual leave, including restored leave, compensatory time, and credit hours earned as well as the fringe benefit costs associated with the leave. Obtain accrued leave amounts from the Defense Civilian Payroll System.

G. The expense and related liability for annual leave must be recorded at the regular hourly rate at which the leave is earned. Use of a fringe benefit rate is also acceptable for calculating accrued annual leave.

H. The balance of the liabilities for annual leave and other leave (compensatory time and credit hours), including fringe benefit costs associated with the leave, must be assessed and, as needed, adjusted to reflect all pay increases and unused leave balances at least quarterly for financial statement purposes. For General funds, unused annual leave is typically unfunded until the leave is used. However, the accrual of unused annual leave in working capital fund should be funded.

I. Sick leave is expensed as taken as absences due to illness or other contingencies. In addition, home leave and compensatory time for travel are not accrued, as balances not used are not reimbursed by DoD. However, sick leave is used in the calculation of federal employee’s retirement for both the Civil Service Retirement System (CSRS) and the Federal Employees Retirement System (FERS).

J. Accrue benefits, including benefits to Social Security, retirement funds, the Thrift Savings Plan, and group health and life insurance programs in the same manner as gross compensation (see Volume 8, Chapter 3). Accrue other benefits, such as relocation-related real estate costs and personnel allowances, in the period earned.
K. Accrue payments to the Office of Personnel Management (OPM) for reemployed annuitants and severance pay for former employees in the same manner as gross compensation.

L. Accrue recruitment and relocation bonuses and retention allowances in the period earned.

M. The accrued amounts to be reflected in the general ledger accounts must not be limited to the amounts covered by available budgetary resources.

100302. Supporting Records

To the extent such liabilities are unfunded, DoD Components must maintain appropriate supporting records of the unfunded portions to provide appropriate footnote disclosure in the financial statements when necessary. Disclosures must be made for unfunded liabilities in accordance with Volume 6B, Chapter 10.

*100303. Liability for Pensions, Other Retirement Benefits, and Other Postemployment Benefits

The liability for Pensions, Other Retirement Benefits (ORB), and Other Postemployment Benefits (OPEB) should be recognized at the time the employee’s services are rendered and must be reported in the Components’ financial statements. If existing legislation requires that amounts paid to participants be recovered from others (e.g., employing agencies), then the estimated amount to be recovered must be reported as a receivable with the sources of expected repayments clearly indicated.

A. Pension benefits include all retirement, disability, and survivor benefits financed through a pension plan, including unfunded pension plans. DoD civilian and military employees are covered primarily under the following three defined benefit retirement plans: CSRS, FERS, and Military Retirement System (MRS).

B. ORB are provided outside the pension plan by an employer to a former employee or the employee’s beneficiary upon retirement. ORB include all retirement benefits other than pension plan benefits, such as retirement health care benefits.

C. OPEB are provided to former or inactive employees, their beneficiaries, and covered dependents outside pension or ORB plans. Inactive employees are those who are not currently rendering services to the employer but who have not been terminated, including those temporarily laid off or disabled. Postemployment benefits can include salary continuation, severance benefits, counseling and training, continuation of health care or other benefits, and unemployment, workers’ compensation, and veterans’ disability compensation benefits paid by the employer entity.

D. Defined contribution plans (e.g., the Thrift Savings Plan) do not result in pension liabilities.
*100304. Pensions

A. For DoD Civilian pension plans (CSRS & FERS), the Components should recognize a pension expense that equals the service cost for its employees for the applicable accounting period, less the amount contributed by the employees, if any. The cost factor to be applied by the Components must be provided by the administrative entity, Office of Personnel Management.

B. For MRS, actuarial estimates should be used to calculate the pension expense and liability.

1. The “aggregate entry age normal” actuarial cost method should be used to calculate the pension expense and liability for the MRS financial statements. The liability is the actuarial present value of all future benefits, based on projected salaries and total projected service, less the actuarial present value of future normal cost contributions that would be made for and by the employees under the plan.

2. Individual Component expense is based on the actuarial cost. The difference between Component expense and amount paid by the Component to OPM or MRS should be recognized as an intragovernmental liability. Refer to Volume 12 for more information.

C. Official communication between OPM and the Office of the Actuary must be maintained by the Components to support pension expense and any related liability.

*100305. Other Retirement Benefits

Components should account for and report the ORB expense, such as medical costs for retirees, in its financial report in a manner similar to that used for pensions. ORB expense should be recognized in an amount equal to the total service cost (as determined by the Office of the Actuary). Components must record and report their portion of the ORB liability.

*100306. Other Postemployment Benefits

Components should recognize an expense and a liability for OPEB when a future outflow or other sacrifice of resources is probable and measurable on the basis of events occurring on or before the reporting date. An example ‘OPEB’ is Federal Employees’ Compensation Act (FECA).

A. FECA provides federal employees injured in the performance of duty with workers' compensation benefits, which include wage-loss benefits for total or partial disability, monetary benefits for permanent loss of use of a schedule member (e.g., body part), medical benefits, and vocational rehabilitation. The FECA program is financed by direct reimbursements from agencies.
B. The FECA fund pays benefits on behalf of Federal entities as costs are incurred and bills the entity annually before August 15 for the costs incurred during the previous 12-month period ended June 30 (July 1 – June 30). Federal entities fund the FECA payments through appropriations reimbursed to the FECA fund. For those agencies that have funding through appropriation, each entity must include in its annual budget estimates for the fiscal year beginning in the next calendar year a request for an appropriation for the amount equal to the costs (approximately 15 months). Once the appropriation is received, the payments are due to the Department of Labor (DOL) within 30 days.

C. The DOL sends each agency the actuarial liability estimates for future worker’s compensation benefits amounts for both the current and prior years. The current figure represents the new balance in the Actuarial FECA Liability. The change in actuarial liability is determined by taking a difference of prior year actuarial liability sent from DOL with the current year actuarial liability sent from DOL.

D. The following support must be included with the Actuarial FECA Liability entry:

1. The DOL Memorandum for Chief Financial Officers of Executive Departments and Agencies, which contains the actuarial balances,

2. Agency-Wide Financial Statements Directorate allocation spreadsheet reflecting the percentage allocation to the entity level, and

3. A copy of the last three annual chargeback bills for the Department Level.
VOLUME 4, CHAPTER 11: “COMPONENT DEBT”

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.

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<td>1103</td>
<td>Removed United States Standard General Language account numbers that are already contained and maintained in the Department of Defense (DoD) Chart of Accounts located within the Standard Financial Information Structure already referenced in the section.</td>
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<td>110305</td>
<td>Deleted guidance associated with Participation Certificates since DoD does not have the legislative authority to use them.</td>
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CHAPTER 11

COMPONENT DEBT

1101 GENERAL

110101. Purpose

This chapter prescribes the accounting principles and policy to be followed by Department of Defense (DoD) Components to account for debt incurred in accordance with the referenced statutory and other authorities.

110102. Authoritative Guidance

The following identified authoritative guidance is explained in its appropriate context in the remainder of the chapter:

A. DoD Manual Number 4165.63, "DoD Housing Management";
B. Title 42 United States Code (U.S.C.), section 3374;
C. DoD Directive 4165.50E, "Homeowners Assistance Program" (HAP); and
D. Title 32, Code of Federal Regulations (CFR), Part 239 "Homeowners Assistance Program – Application Processing"

1102 DEBT

110201. Loans

A. The Department’s debt primarily consists of interest and principal payments due to the U.S. Treasury and the Federal Financing Bank. Debt incurred by DoD Components is generally associated with direct and guaranteed loans, and housing programs determined to be necessary to carry out the Department of Defense's mission, including mortgage agreements accepted pursuant to the Family Housing Program (FHP) and the Homeowners Assistance Fund (HAF).

B. The Department must pay the debt on direct loans if borrowers (e.g., foreign governments, county or city governments, ship owners, or housing builders) default. For loan guarantees, the Department must pay the amount of outstanding principal guaranteed. The majority of the debt represents direct and guaranteed loans to foreign governments. Before 1992, funds were borrowed from the Federal Financing Bank to either directly loan the funds to foreign governments or to reimburse defaulted guaranteed loans. Beginning in 1992, the Department began borrowing funds for the Foreign Military Financing Program from the U.S. Treasury, in accordance with the Federal Credit Reform Act of 1990, which governs all direct loan obligations and loan guarantee commitments made after Fiscal Year 1991. Guidance on direct loans and loan guarantees is contained in Volume 12, Chapter 4.
110202. Debt Associated with Housing Programs

A. Family Housing Program. The Defense FHP provides housing for military families and for civilian families where circumstances require the DoD to support this program by providing housing referral services, including administration of private rental housing for DoD personnel overseas; leasing private housing for DoD personnel; or by guaranteeing service members' rental, mortgage and mortgage insurance payments on privately owned housing. Guidance for financing the FHP is contained in Volume 2B, Chapter 6 and DoD Manual Number 4165.63, while guidance for accounting for funds made available for this program is contained in Volume 3, Chapter 5.

B. Homeowners Assistance Fund (HAF).

1. Under 42 U.S.C., section 3374, the Secretary of Defense is authorized to provide assistance to owners of one- or two-family dwellings located at or near military installations ordered to be closed in whole or in part. In certain instances, this assistance is rendered by acquiring negotiated title to the properties from such owners. Section (d) of the statute established the HAF.

2. DoD Directive 4165.50E, "Homeowners Assistance Program," (HAP) provides overall policy guidance and information on this program. The directive also specifies that detailed guidance regarding available benefits, both foreign and domestic, will be provided in the regulations published by the Secretary of the Army as the DoD Executive Agent for the HAP, and codified in 32 CFR Part 239. The Army uses the Headquarters, United States Army Corps of Engineers to implement the program.

3. Funding for this program is through annual appropriations made available by the Congress.

1103 ACCOUNTING POLICY FOR DEBT ASSOCIATED WITH HOUSING PROGRAMS

The accounting policy for properties acquired under both the FHP and HAP is the same as those for real property discussed in Volume 4, Chapter 6. The accounting policy for the liabilities incurred under both programs is discussed in the following paragraphs.

110301. Liability for Amounts Owed on Housing Acquired under FHP and HAP

The liability for amounts owed on housing acquired under the two programs will be equal to (1) borrowings from other Federal Agencies and the public to construct or acquire the properties, or (2) the mortgages assumed when title passes to the Department of Defense.
110302. Mortgage Balance Payable Reductions

The balance of the mortgages payable will be reduced by that portion of the periodic payments made which represent the mortgage principal.

110303. Liabilities for Borrowing from Other Organizations

Liabilities for borrowings from other Federal Agencies and non-federal organizations will be recorded at the amounts actually obtained. Amounts paid to financial organizations to obtain the borrowings must be treated as a current period operating expense.

1104 ACCOUNTING FOR COMPONENT DEBT

The accounts used to report DoD debt are described in the following paragraphs. The entries for these accounts are specified in the DoD United States Standard General Ledger Standard Financial Information Structure Transaction Library.

110401. Principal Payable to the Bureau of the Fiscal Service

"Principal Payable to the Bureau of the Fiscal Service" is used to record amounts borrowed from the Treasury. Accrued interest associated with these borrowings is recorded to “Accrued Interest Payable”.

110402. Principal Payable to the Federal Financing Bank

"Principal Payable to the Federal Financing Bank" is used to record amounts borrowed from the Federal Financing Bank. Accrued interest associated with these borrowings is recorded to “Accrued Interest Payable”.

110403. Securities under General and Special Financing Authority

"Securities Issued by Federal Agencies Under General and Special Financing Authority" is used to record the liability arising from issuing new borrowings authorized under special financing authorities.

110404. Other Debt

"Other Debt" is used to account for all other forms of DoD liabilities, secured and unsecured, not otherwise classified in this chapter.
VOLUME 4, CHAPTER 12: “OTHER LIABILITIES”

SUMMARY OF MAJOR CHANGES

All changes are denoted by blue font.

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

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<td>Title</td>
<td>Renamed the Chapter from “Unearned Revenue and Other Liabilities” to “Other Liabilities” since “Unearned Revenue” is an Other Liability.</td>
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<td>1201</td>
<td>Revised General section to comply with the Department of Defense (DoD) Financial Management Regulation Revision Standard Operating Procedures signed June 2015.</td>
<td>Revision</td>
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<tr>
<td>1202</td>
<td>Revised the Definition Section to include general ledger accounts currently reported as Other Liabilities on the DoD Balance Sheet.</td>
<td>Revision</td>
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<tr>
<td>120404</td>
<td>Added accounting policy for the Liability for Nonfiduciary Deposit Funds and Undeposited Collections.</td>
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<td>120405</td>
<td>Added accounting policy for the Liability for Clearing Accounts.</td>
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CHAPTER 12

*OTHER LIABILITIES

*1201 GENERAL

120101. Overview

This chapter describes the accounting principles and concepts that the Department of Defense (DoD) Components must follow to account for other liabilities. Other liabilities are those not recognized in specific categories on the Balance Sheet and primarily include immaterial liabilities that do not warrant separate reporting. Personnel related liabilities are reported as other liabilities on the DoD Balance Sheet, but are discussed in Chapter 10. Non-environmental disposal cost liabilities and estimated cleanup cost liabilities are reported as other liabilities, but are discussed in Chapter 13.

120102. Purpose

This chapter prescribes the accounting policy and related requirements necessary to establish financial control over the DoD liabilities not discussed in Chapters 9, 10, 11, or 13. General Fund and Defense Working Capital Fund (DWCF) entities are required to record other liabilities in accordance with the guidance in this chapter.

120103. Authoritative Guidance


*1202 DEFINITIONS

120201. Unearned Revenue

The Department of Treasury USSGL Board designed four accounts as Unearned Revenue:

A. Liability for Advances and Prepayments (USSGL account 231000). Liability for Advances and Prepayments consists of amounts received in advance for goods and services to be delivered at a future date and for which revenue has not been earned. Liability for Advances and Prepayments is also recorded if an agency requests advance or progress payments prior to the receipt of cash and records the amount.
B. **Other Deferred Revenue (USSGL account 232000).** Other Deferred Revenue is the amount of revenue or income received but not yet earned from non-federal sources not otherwise classified as advances or prepayments. For example, Deferred Revenue would be recorded for the pending sale of a forfeited asset.

C. **Liability for Nonfiduciary Deposit Funds, and Undeposited Collections (USSGL account 240000).** This account represents the amount of offsetting undeposited collections and collections deposited in nonfiduciary deposit funds awaiting disposition. Deposit funds account for monies that do not belong to the Federal Government. They include monies held temporarily until ownership is determined (such as earnest money paid by bidders) or held by the Federal Government for others (such as state and local taxes withheld from federal employees’ salaries and not yet paid to the state or local governments).

D. **Liability for Clearing Accounts (USSGL account 241000).** The Liability for Clearing Accounts represents the amount that offsets collections deposited in clearing accounts awaiting disposition or reclassification. Budget clearing accounts contain amounts known to belong to the Federal Government but held temporarily until additional information is collected to correctly identify the collections into appropriate receipt or expenditure accounts.

### 120202. Other Liability Accounts

A. **Capital Lease Liability (USSGL account 294000).** Capital Lease Liabilities represent the present value of liabilities for assets acquired under a lease agreement that meets the test for capitalizing the assets.

B. **Contingent Liability (USSGL account 292000).** Contingent Liabilities represent the amount that is recognized as a result of a past event where a future outflow or other sacrifice of resource is probable and measurable, with the exception of contingent liabilities related to environmental cleanup cost, which are recorded in USSGL account 299500, Estimated Cleanup Cost Liability.

C. **Other Liabilities.** Other Liabilities include measurable and probable expected outflows resulting from past transactions or events, and the estimated costs of conditions, situations, or circumstances that will be resolved in the future. Other Liabilities represent amounts not otherwise classified to specific liability accounts and include immaterial liabilities that do not warrant separate reporting. There are several USSGL accounts that can be used to record these amounts. Refer to the USSGL TFM, the SFIS Transaction Library, and the DoD SCOA.

### 1203 AUDIT READINESS/INTERNAL CONTROL OPERATING PROCEDURES

Each DoD Component must develop and implement internal operating procedures and/or guidance to implement this overarching policy in a manner that ensures accurate, complete, and relevant financial data.
ACCOUNTING POLICY

*120401. Liability for Advances and Prepayments

A. When advance fees or payments are received, such as for large-scale, long-term projects, revenue should not be recognized until costs are incurred from providing the goods and services (regardless of whether the fee or payment is refundable). An increase in cash and an increase in “unearned revenue,” should be recorded when the cash is received in accordance with SFFAS 7, paragraph 37. “Unearned revenue” was subsequently renamed as Liability for Advances and Prepayments by the Department of Treasury USSGL Board.

B. Liability for Advances and Prepayments includes advances received that are transfers of assets from the public and other federal entities to cover future expenses or the acquisition of other assets. The DoD Components receiving an advance or prepayment must record the amount received as a liability until payment is earned (goods or services have been delivered or contract terms met). After the payment is earned (performance has occurred), the DoD Components must record the appropriate amount as revenue and reduce the liability accordingly. The two major activities for which DoD receives advances are as follows:

1. Reimbursable Activities. DoD provides services to other federal agencies and to the public on a reimbursable basis. When a non-federal customer enters into a reimbursable agreement with DoD, the customer is required to pay for services in advance unless exempted by law. Generally, non-DoD entities are required to pay in advance.

2. DWCF Activities. The appropriation language for DoD’s DWCF permits the fund to receive advances for supplies and services. Therefore, the DWCF business entities may be advanced funds identified in the DWCF customer orders during the fiscal year, as required, to enable the DWCF activity to pay for its costs of operation.

120402. Liability for Capital Leases

DoD entities will record a liability for each capital lease at the present value of the rental and other minimum lease payments. For capital leases, the lease term is the fixed non-cancelable term of the lease plus all periods, if any, representing renewals or extensions of the lease that can reasonably be expected to be taken. This amount will exclude that portion of the payments representing execution cost (i.e., insurance, maintenance and taxes) to be paid by the lessor. If the amount exceeds the fair market value of the leased property at the inception of the lease, the DoD entity will record the liability at the fair market value of the property. If the portion of the minimum lease payments representing execution cost is not determinable from the lease provisions, the amount should be estimated. Specific guidance on capital leases is outlined in Chapter 6.
120403. Contingent Liability

A. A contingency is an existing condition, situation, or set of circumstances involving uncertainty as to possible gain or loss to an entity. The uncertainty will ultimately be resolved when one or more future events occur or fail to occur. A contingent liability should be recognized in the financial reports and statements when all of these three conditions are met:

1. A past event or exchange transaction has occurred (e.g., a DoD Component has breached a contract with a non-federal entity).

2. A future outflow or other sacrifice of resources is probable (e.g., the non-federal entity has filed a legal claim against a DoD Component for breach of contract and the Component entity's management believes the claim is likely to be settled in favor of the claimant).

3. The future outflow or sacrifice of resources is measurable (e.g., the DoD Component entity's management determines an estimated settlement amount). The estimated liability may be a specific amount or a range of amounts. If some amount within the range is a better estimate than any other amount within the range, that amount is recognized. If no amount within the range is a better estimate than any other amount, the minimum amount in the range is recognized and the range and a description of the nature of the contingency should be disclosed.

B. If any of the three conditions identified in 120403.A are not met, the contingent liability need not be recognized in the DoD Components financial reports and statements but should, nevertheless, be disclosed in notes regarded as an integral part of those reports and statements when it is at least reasonably possible that a loss or additional loss may have been incurred. Disclosure should include the nature of the contingency and an estimate of the possible liability, an estimate of the range of the possible liability, or a statement that such an estimate cannot be made.

C. The probability classifications as follows:

1. Probable. The future confirming event or events are more likely than not to occur, with the exception of pending or threatened litigation and unasserted claims. For pending or threatened litigation and unasserted claims, the future confirming event or events are likely to occur.

2. Reasonably Possible. The chance of the future confirming event or events occurring is more than remote but less than probable.

3. Remote. The chance of the future event or events occurring is slight.
D. Contingent Liability Arising From Progress Payments Based on Cost. As addressed in the Federal Acquisition Regulation clause 52.232-16, liabilities resulting from contracts utilizing progress payments based on cost will be recorded based on the difference between an estimated amount of contractor-incurred cost and authorized progress payments based on cost. The estimated contractor-incurred cost is calculated by dividing the cumulative unliquidated progress payment (based on cost) balance by the contract-authorized progress payment rate. The difference between the resulting estimated contractor-incurred cost and the balance of unliquidated progress payments based on cost will be recorded as a contingent liability.

*120404. Liability for Nonfiduciary Deposit Funds and Undeposited Collections

Deposit funds must be recorded as a liability because those assets do not belong to the Federal Government. The liability includes currency and coin on hand, cash on deposit at designated depositaries (excluding Disbursing Officer held cash), negotiable instruments on hand, military payment certificates, and unsupported undistributed collections. Such funds are not available for paying salaries, grants, or other expenses of the Federal Government. Sources for entries to this account include requests for cash, cash collection vouchers, deposit tickets, and invoices for transferred funds.

A. The deposit fund account (liability) classification is proper for any account that meets one of the following criteria:

1. Monies withheld from payments for goods and services received. Record the monies in a deposit fund when charging a budget account and holding the funds pending payment (for example, payroll deductions for State income taxes).

2. Monies the Government is holding awaiting distribution based on a legal determination or investigation. This category includes monies in dispute where ownership is in doubt and there is no present basis for estimating ultimate distribution.

3. Deposits received from outside sources for which the Government is acting solely as a banker, fiscal agent, or custodian.

B. Deposit funds, such as those included in the following list, should be used when appropriate. A full list of DoD deposit accounts can be located in the Department of Treasury *FAST Book*:

1. X6500 - Advances without orders from non-federal sources: Use this account for advances without orders from non-federal sources. However, credit advances without orders from another federal agency should be recorded in F3885, “Undistributed intergovernmental payments.”

2. X6276 - Other federal payroll withhold allotments. Use this account only when federal payroll withholding amounts must be held to make monthly payments.
*120405. Liability for Clearing Accounts

A. Budget Clearing Accounts (BCAs) are used to temporarily account for transactions that belong to the Government that have not been matched to a specific receipt or expenditure account. For example, an Intragovernmental Payment and Collection System collection that cannot be immediately matched to a reimbursable agreement should be accounted for in a clearing account. Refer to Chapters 2 and 3 for a discussion of the requirements for reconciling, aging, and clearing Budget Clearing Accounts.

B. Treasury established clearing accounts to temporarily hold unidentifiable general, special, or trust funds collections that belong to the Federal Government. Departments should use the following accounts:

1. BCA F3875, to temporarily credit unclassified transactions from the public when there is a reasonable presumption that the amounts belong to their agencies.

2. Undistributed intergovernmental payments account, F3885, to temporarily credit unclassified transactions between federal agencies.
**VOLUME 4, CHAPTER 13: “ENVIRONMENTAL AND DISPOSAL LIABILITIES”**

**SUMMARY OF MAJOR CHANGES**

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<td>Policy Memo</td>
<td>The Office of the Secretary of Defense (OSD) policy memorandum “Strategy for Environmental and Disposal Liabilities Audit Readiness” dated September 30, 2015 was incorporated as applicable. The memorandum remains available on the Archived Policy Memoranda and on the Office of the Deputy Chief Financial Officer web pages.</td>
<td>Incorporated</td>
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<td>Revision</td>
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<td>130102</td>
<td>Added an “Authoritative Guidance” section that includes additional guidance from the OSD energy, installations, and environment community.</td>
<td>Addition</td>
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<tr>
<td>130202</td>
<td>Added additional terms and definitions and enhanced other definitions.</td>
<td>Addition</td>
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<td>130205.A.7</td>
<td></td>
<td>Addition</td>
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<tr>
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</tr>
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CHAPTER 13

ENVIRONMENTAL AND DISPOSAL LIABILITIES

1301 GENERAL

130101. Purpose

A. This chapter prescribes the accounting policy for measuring, recognizing, and disclosing environmental and disposal liabilities and the guidance to record Department of Defense (DoD) environmental liabilities. General accounting principles and policy for liabilities are contained in Chapter 8. The policies and procedures prescribed in this chapter apply to all environmental liabilities regardless of the funding source or availability of funding.

*130102. Authoritative Guidance

A. This chapter implements applicable provisions of:


2. SFFAS 5, “Accounting for Liabilities of The Federal Government”;

3. SFFAS 6, “Accounting for Property, Plant, and Equipment”;


6. TR 10, “Implementation Guidance on Asbestos Cleanup Costs Associated with Facilities and Installed Equipment”;

7. TR 11, “Implementation Guidance on Cleanup Costs Associated with Equipment”;

8. TR 14, “Implementation Guidance on the Accounting for the Disposal of General Property, Plant, and Equipment”;


13-4
10. Title 42 United States Code (U.S.C.) Section 11411, “Use of Unutilized and Underutilized Public Buildings and Real Property to Assist the Homeless”;

11. 50 U.S.C. § 1521, “Destruction of Existing Stockpile of Lethal Chemical Agents and Munitions”;


13. Treasury Financial Manual (TFM) – United States Standard General Ledger (USSGL);


15. DoD Instruction (DoDI) 5015.02, “DoD Records Management Program”;

16. DoDI 4165.14, “Real Property Inventory (RPI) and Forecasting”;

17. DoDI 4715.05, “Environmental Compliance at Installations Outside the United States”;

18. DoDI 4715.07, “Defense Environmental Restoration Program (DERP)”;

19. DoDI 4715.08, “Remediation of Environmental Contamination Outside the United States”;

20. DoDI 5000.61, “DoD Modeling and simulation (M&S) Verification, Validation, and Accreditation (VV&A)”;

21. DoDI 5000.64, “Accountability and Management of DoD Equipment and Other Accountable Property”; and

B. This chapter does not address roles and responsibilities in the preparation of financial reports and budget formulation for environmental liabilities. In addition, it does not describe different types of property, plant and equipment (PP&E) or provide technical environmental guidance.

1. Refer to Volumes 2A and 2B for guidance on budget formulation.

2. Refer to Chapter 6 for descriptions of the different types of PP&E discussed in this chapter.

3. Refer to Volume 6A, Chapter 2 for guidance on roles and responsibilities in the preparation of financial reports.

4. Refer to the guidance issued by the Office of the Assistant Secretary of Defense (Energy, Installation and Environment) for technical guidance: DoDM 4715.20.

1302 ACCOUNTING POLICY FOR ENVIRONMENTAL LIABILITIES

130201. Audit Readiness/Internal Procedures

Each DoD Component must develop and implement internal operating procedures and/or guidance to implement this overarching policy in a manner that ensures accurate, timely, and relevant reporting of financial data.

*130202. Definitions

A. Asset-Driven Liability. An asset driven liability is an environmental and disposal liability resulting from future disposal associated with DoD PP&E asset closure or disposal that involves the non-routine removal of hazardous waste at the point of disposal or closure and/or environmental response explicitly required (by permit or other policy or law). Examples of an asset-driven liability include equipment environmental disposal liabilities, asbestos, and environmental closure requirements.

B. Baseline. The baseline as used in this chapter refers to a study or survey used to establish the initial site universe of environmental and disposal liability sites. The baseline provides a starting point from which sites that contribute to financial statement reporting balances will be adjusted over time.

C. Cost Model. A cost model as used in this chapter refers to a framework upon which an estimating methodology is developed. The model may use mathematical equations to convert resource data into cost data and require users to enter a minimal amount of information to generate cleanup cost estimates.

D. Cost-to-Complete (CTC). As used in this chapter, CTC represents the total estimated future costs for site-level cleanup not currently funded at the end of a given fiscal year.
CTC estimates assume that approved funding in the year of execution will be received and obligated in full. CTC estimates also include program management costs.

E. **DoD Component.** As used in this chapter, a DoD Component refers to the Office of the Secretary of Defense, the Military Departments (including their Reserve components), the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the DoD, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the DoD.

F. **Due Care.** As defined in TR 2, due care in the context of environmental and disposal liability refers to “a reasonable effort to identify the presence or likely presence of contamination. Due care is considered to be exercised if an agency has effective policies and procedures in place to routinely attempt to identify contamination and forward that information to the responsible agency official”.

G. **Environmental Cleanup, Closure, and/or Disposal Costs.** For financial statement reporting purposes, the term “environmental cleanup costs” include costs associated with restoration of environmental sites funded under DERP, corrective actions, and environmental costs associated with the future closure of operations, including closure and disposal of PP&E. Cleanup costs as defined in SFFAS 6, paragraph 85, include removing, containing, and/or disposing of hazardous waste from real property and/or personal property that consists of hazardous waste at the time of shutdown or disposal, and material and/or property that consists of hazardous waste at permanent or temporary closure or shutdown of associated PP&E. Consistent with SFFAS 6, cleanup costs may include, but are not limited to: decontamination, decommissioning, site restoration, site monitoring, closure, and post-closure costs related to DoD operations that result in hazardous waste. Cleanup costs do not include costs such as those resulting from accidents or where cleanup is an ongoing part of operations. Guidance in SFFAS 6 for environmental liabilities does not apply to these other types of cleanup since the cleanup effort is not deferred until operation of the associated PP&E ceases either permanently or temporarily.

H. **Environmental Liabilities.** For financial reporting purposes, a DoD environmental liability is an expected future outflow or expenditure of resources that exists as of the financial reporting date for environmental cleanup, closure, and/or disposal costs resulting from past transactions or events. A DoD environmental liability exists when: (1) contamination is present or more than likely to be present; (2) environmental cleanup, closure, and/or disposal is required by applicable federal, state, interstate, or local requirements or an authorized legal agreement such as a lease, contract, or international agreement; and (3) DoD activities created the liability and/or an authorized legal agreement establishes DoD as the responsible entity. An environmental liability may also exist if environmental contamination is not DoD related, but DoD enters into a binding agreement that formally accepts financial responsibility for cleanup, closure, and/or disposal.
I. Environmental Liability Site Universe. As used in this chapter, the environmental liability site universe refers to all sites identified after performing a due care approach to determine if “probable” and “reasonably estimable” criteria outlined in TR 2 have been met.

J. Environmental Site. An environmental site is a real property asset or combination of assets with a discrete location(s) for which there is an environmental issue that requires evaluation.

K. Equipment. Equipment is personal property that is functionally complete for its intended purpose, durable, and nonexpendable. Equipment generally has an estimated useful life of two years or more; is not intended for sale; does not ordinarily lose its identity or become a component part of another article when put into use; has been acquired or constructed with the intention of being used or being available for use by the entity.

L. Event-Driven Liability. An event-driven liability is an environmental and disposal liability resulting from either a government acknowledged event or a government related event that result in a release requiring cleanup action. Examples of an event-driven liability include: liabilities funded by DERP or Base Realignment and Closure (BRAC), and environmental corrective action.

M. Friable Asbestos. Friable asbestos is any material containing more than one percent asbestos that, when dry, can be crumbled, pulverized, or reduced to powder by hand pressure.

N. Hazardous Waste. According to SFFAS 6, Paragraph 86, hazardous waste is a solid, liquid, or confined gaseous waste, or combination thereof, which may cause or significantly contribute to an increase in mortality or in an increase in serious irreversible, or incapacitating irreversible, illness or pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, disposed of, or otherwise managed. DoD Components should use the hazardous waste definition from the Resource Conservation and Recovery Act and any materials FASAB specifically identifies as hazardous waste such as the hazardous air pollutant asbestos. Hazardous substances as defined under the Comprehensive Environmental Response, Compensation, and Liability Act are generally also hazardous wastes.

O. Non-Friable Asbestos. Non-friable asbestos is any material containing more than one percent of asbestos that, when dry, cannot be crumbled, pulverized, or reduced to powder by hand pressure.

P. Non-routine Environmental and Disposal Liability. As used in this chapter, a non-routine environmental and disposal liability refers to a unique cleanup cost of hazardous waste associated with the closure (either temporarily or permanently), disposal, or decommissioning of equipment that meets the “probable” and “reasonably estimable” criteria outlined in TR 2. Additional guidance on non-routine environmental and disposal liabilities is included in TR 11.
Q. **Permanent Removal from Service.** Permanent removal from service requires two business events to occur: (1) the termination of the asset’s use; and (2) documented evidence of management’s decision to permanently remove the asset from service, by selling, scrapping, recycling, donating or demolishing the asset or where there has been destruction of the asset such as in an aircraft crash. If only one of these two business events occurs, a “permanent” removal of an asset from service has not occurred.

R. **Probable.** As used in this chapter, probable means that which can reasonably be expected or is believed to be more likely than not to occur on the basis of available evidence or logic. More likely than not is a greater than 50 percent chance that the DoD Component has a responsibility to address the contamination. The probability of a future outflow or other sacrifice of resources is assessed based on current facts and circumstances. These current facts and circumstances include the law that provides general authority for federal entity operations and specific budget authority to fund programs.

S. **Real Property.** Real property consists of buildings, structures, linear structures, and land and improvements to the land. Real property includes equipment affixed and built into the facility as an integral part of the facility (such as heating systems), but not movable equipment (e.g., plant equipment, industrial equipment, buoys).

T. **Reasonably Estimable.** Reasonably estimable is the ability to quantify reliably, in monetary terms, the outflow of resources that will be required. The process for determining if an environmental and disposal liability is “reasonably estimable” is applied after a transaction or event has occurred that meets the definition of “probable.” Additional guidance on determining "reasonably estimable" for environmental and disposal liabilities is provided in TR 2.

U. **Removal from Service.** Removal from service is defined as an event that terminates the use of a PP&E asset (e.g., shut down of a facility). Removal from service may occur because of a change in the manner or duration of use, change in technology or obsolescence, damage by natural disaster, or identification as excess to an entity or DoD Component’s mission needs. General removal of an asset from service is not the same as “permanent removal from service”. Removal from service must be considered other than permanent unless (1) the asset’s use is terminated and (2) there is documented evidence of the DoD Component’s decision to permanently remove the asset from service. If only one of the two business events has occurred, permanent removal from service has not occurred (i.e., the removal is considered other than permanent).

V. **Roll Forward Procedures.** Roll forward procedures is a documented process for bridging the timing gap between June 30 and September 30 to determine if any significant changes to environmental liabilities have occurred between June 30 and September 30. Any significant changes that have occurred between June 30 and September 30 must be reflected in the environmental and disposal liability balance through an adjustment to the environmental and disposal liability balance as of September 30.

W. **Routine Hazardous Waste Disposal.** When estimating future environmental cleanup costs associated with equipment disposals, routine hazardous waste disposal refers to waste
that is regulated and managed in the same manner as the disposal of hazardous waste from day to day operations and which is performed on a regular basis (see TR 11). Routine hazardous waste disposal is not recognized as an environmental liability (per SFFAS 6, Paragraph 93).

X. Transaction Level Detail Reports. As used in this chapter, transaction level detail reports represent system automated reports that identify details supporting summary values reported on DoD Component financial statements. For event-driven liabilities, transaction level detail reports could include, but are not limited to: (1) environmental and disposal liability system summary reports outlining individual site level and (2) program management level CTC transactions and accounting system summary reports outlining unliquidated obligations as of September 30 across open contracts. For asset-driven liabilities, transaction level detail reports could include, but are not limited to, cost model outputs at the asset level.

Y. Unliquidated Obligation (ULO) Balance. As used in this chapter, ULO represents the total amount of obligated funding associated with environmental liability cleanup not yet disbursed as of the end of a given fiscal year.

130203. Environmental Liability Recognition

This paragraph outlines the policy for recognizing, disclosing, and measuring environmental liabilities in accordance with applicable accounting standards.

* A. Environmental liabilities must be recognized on the financial statements for probable and reasonably estimable future outflows or expenditure of resources for environmental cleanup, closure, and/or disposal actions, in accordance with TR 2. A probable environmental liability exists when it is more likely than not that contamination from hazardous waste exists for which DoD is either legally liable for the cleanup or has acknowledged responsibility for the cleanup. A reasonably estimable environmental liability exists when a dollar value can be estimated for (1) the cleanup costs; or (2) where there is no known technology to perform cleanup, the costs can be estimated for a remedial investigation study/costs to contain the contamination (see subparagraph 130205.B).

B. DoD reports environmental litigation liabilities separately from other environmental liabilities in the notes to the financial statements. DoD Components must report estimates of certified third party damage claims that are probable or reasonably possible. See Volume 6B, Chapters 4 and 10 for information regarding reporting of liabilities arising from litigation claims.

* C. Cleanup costs associated with ongoing operations such as routine hazardous waste disposal or accidents such as an oil spill are not considered environmental liabilities and must be recognized as a current operating expense, assuming the DoD Component completes the cleanup, closure and/or disposal action in the current reporting period. If the DoD Component does not complete the cleanup, closure and/or disposal action within the current reporting period, and the cleanup is related to routine ongoing operations, the DoD Component must record an accrued liability for the cleanup, closure, and/or disposal costs incurred and not paid in accordance with Chapter 9.
D. Environmental liabilities are generally recognized in accordance with SFFAS 6. The requirements of SFFAS 6 relating to environmental liabilities are supplemented by the following additional FASAB standards and pronouncements: SFFAS 1; SFFAS 5; TB 2006-1; TR 2; TR10; TF11 and TR 14.

1. SFFAS 6 had an effective implementation date for periods beginning after September 30, 1997 and TB 2006-1 as amended by TB 2011-2 had an effective date for periods beginning after September 30, 2012. For the initial implementation, DoD Components must record environmental liabilities as described in Table 13-1 (for non-asbestos related liabilities) or Table 13-2 (for asbestos related liabilities).

*Table 13-1. Cleanup Cost Liability Options for PP&E for Initial Implementation for Liabilities Existing on or Before September 30, 1997

<table>
<thead>
<tr>
<th>Environment and Disposal Liability</th>
<th>Accounting Treatment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Option 1</strong></td>
<td>Liability should be recognized for the portion of the estimated total cleanup cost that is attributable to that portion of the physical capacity used or that portion of the estimated useful life that has passed since the PP&amp;E was placed in service. In each subsequent year of the asset’s useful life, recognize a proportionate amount of the remaining costs.</td>
</tr>
<tr>
<td><strong>Option 2</strong></td>
<td>If costs are not intended to be recovered primarily through user charges, management may elect to recognize the estimated total (ultimate) cleanup cost as a liability upon implementation of the standard (SFFAS 6, Paragraph 104).</td>
</tr>
</tbody>
</table>

*Table 13-2. Cleanup Cost Liability Options for Asbestos for Initial Implementation for Liabilities Existing on or Before September 30, 2012

<table>
<thead>
<tr>
<th>Asbestos</th>
<th>Accounting Treatment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Option 1</strong></td>
<td>Record a liability for estimated cleanup costs equal to the portion of the estimated useful life of the asset that has passed since the PP&amp;E was placed in service. In each subsequent year of the asset’s useful life, recognize a proportionate amount of the remaining costs.</td>
</tr>
<tr>
<td><strong>Option 2</strong></td>
<td>If the asset has been in service for a substantial portion (greater than 50% of the useful life) of its estimated used life, management can elect to recognize the entire amount of the estimated cleanup cost. This option can only be used if costs are not intended to be recovered primarily through user charges.</td>
</tr>
</tbody>
</table>

2. Accounting for estimated environmental liabilities subsequent to initial implementation of SFFAS 6 or TB 2006-1 as amended by TB 2011-2 must be recorded as described in Table 13-3.

<table>
<thead>
<tr>
<th>Environmental and Disposal Liability</th>
<th>Effective Date</th>
<th>Assets Placed in Service After Effective Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Asbestos</td>
<td>After September 30, 1997</td>
<td>Estimate the total cleanup costs related to the PP&amp;E and recognize annually a portion of the costs over the useful life of the asset. Recognition of the expense and accumulation of the liability shall begin on the date that the PP&amp;E is placed into service, continue in each period that operation continues, and be completed when the PP&amp;E ceases operation.</td>
</tr>
<tr>
<td>Asbestos</td>
<td>After September 30, 2012</td>
<td>Estimate the total cleanup costs related to the PP&amp;E and recognize annually a portion of the costs over the useful life of the asset. Recognition of the expense and accumulation of the liability shall begin on the date that the PP&amp;E is placed into service, continue in each period that operation continues, and be completed when the PP&amp;E ceases operation.</td>
</tr>
</tbody>
</table>

3. The estimated environmental liabilities associated with PP&E placed in service after September 30, 1997 (i.e., after the initial implementation of SFFAS 6, paragraph 104), that have future environmental cleanup, closure, and/or disposal requirements must be systematically recognized over the useful life or physical capacity usage of the asset. The accumulation of the liability and the recognition of the related expense should commence when the asset is placed in service, continue in each period that operation continues, and be completed when the PP&E cease operations. The accounting treatment for PP&E placed in service after September 30, 1997 is applicable irrespective of whether the costs are intended to be recovered through user charges or not. If the environmental liability is not associated with an asset having a useful life, for example an event-driven environmental liability, the total estimated cleanup cost should be recognized upon identification of the liability.

4. Estimates must be evaluated and revised periodically (at least annually) to account for material changes due to inflation or deflation and changes in regulations, plans, and/or technology (see subparagraph 130205.D).

5. Environmental liabilities reported in the financial statements must reflect the liability as of the current Balance Sheet date (i.e., September 30 for Federal agencies), not an earlier date. Thus, when the annual evaluation of the environmental liabilities is performed as of a date earlier than September 30, DoD Components must develop, document, and execute a process for performing roll forward procedures. These procedures are to determine if any changes that meet the “probable” and “reasonably estimable” criteria occurring during the roll forward period have a
significant impact (see Appendix A) on the estimates to be reported as of September 30. To limit
the time period covered by the roll forward procedures, DoD Components need to complete a robust
cost estimation process at least as recently as June 30 of each year. Subsequent significant changes
that have occurred between June 30 and September 30 must be reflected in the environmental and
disposal liability. To assist DoD Components with segmenting their site universe to identify subsets
of environmental and disposal liability cleanup sites that may not require a reassessment during the
roll forward period, a decision tree has been developed and included in Figure 1.

6. While performing the roll forward procedures, each DoD Component
must identify and assess any potential qualifying events to determine their significance to reported
financial statement balances. To roll forward the environmental liability for event-driven liabilities,
the DoD Component must consider:

a. Whether the process for developing supporting justification to
determine the significance of a roll forward event may not be as robust as the process for developing
supporting justification produced to support the initial estimates or annual evaluation. Sufficient
evidence must be available to support the roll forward assessments.

b. Establishing or adjusting liabilities for discoveries/changes
occurring in the roll forward period based on prior experience with similar sites and/or conditions
for the total cost of cleanup. If several similar sites and/or conditions are considered with no single
scenario more likely than any other, the scenario with the minimum associated amount in the range
should be used.

c. Macroeconomic factors (e.g., raw materials, regulatory
standards, technology) that changed during the roll forward period to determine if they will have a
significant impact to the overall cost estimates.

d. Establishing, documenting, and performing roll forward
procedures that can sufficiently support the determination of whether any significant changes
occurred or alternatively those changes are insignificant. Even if the result of those procedures
determines that very few or no events are significant to the financial statements and/or Note 14
balances as of September 30, the documented process for arriving at that determination will need to
be available for auditors’ review.

7. To update the environmental liability balance for asset-driven
liabilities during the roll forward period of July, August and September, DoD Components must
consider changes in asset inventories and/or significant occurrence impacting established cost factors
developed to predict disposition of non-routine, environmentally hazardous waste at the point of
PP&E asset disposal.

8. The estimated environmental liabilities associated with the total
cleanup cost for Stewardship PP&E must be recognized in the period that the asset is placed into
service.
9. For asbestos-related environmental liabilities (both friable and non-friable) associated with PP&E, the effective date for which systematic recognition of the liability is required is based on the effective date of the implementing requirement (i.e., TB 2006-1 amended by TB 2011-2). Asbestos-related environmental liabilities associated with PP&E placed in service after September 30, 2012, must be systematically recognized over the remaining useful life of the PP&E.

10. Asbestos-related environmental liabilities associated with PP&E placed in service prior to October 1, 2012 (the effective implementation date for TB 2006-1), must be recognized for the portion of the estimated total cleanup, closure and/or disposal cost of the estimated useful life that has passed from the date the PP&E was placed in service through September 30, 2012. The remaining cost must be recognized in a systematic and rational manner based on use of the physical capacity whenever possible or useful life of the associated PP&E. However, if the PP&E has been in service for a substantial portion (greater than 50%) of its estimated useful life, the estimated total cleanup, closure and/or disposal cost may be recognized in full in the initial year the liability is recorded, unless the costs are intended to be recovered through user charges.

E. Environmental liabilities that are unique in nature have different recognition criteria.

* 1. An environmental liability for military range cleanup, closure and/or disposal, including disposal of unexploded ordnance, does not exist until a formal decision is made to close the range, or hazardous waste is migrating off the range. If hazardous waste is migrating off the range, the DoD Component will recognize an environmental liability. This accounting guidance is based on the conditional exemption provided to DoD in Title 40 Code of Federal Regulations, Environmental Protection Agency § 266.202 (the EPA regulation). The EPA regulation effectively excludes military munitions on a military range from the definition of solid waste until a formal decision to close the range occurs or the munitions discharge migrates off the military range.

* 2. Environmental liabilities related to conventional munitions that are determined to be excess and/or obsolete as of the financial reporting date are recognized for the total disposal estimate (i.e. the environmental liability). Conventional munitions are typically an inventory item intended for consumption; therefore, an environmental liability would exist only when the munitions are considered excess or obsolete, because the unused portions require special actions to ensure proper disposal. Conventional munitions are considered to be obsolete when no longer needed due to changes in technology, laws, or operations. Excess quantities of conventional munitions and obsolescence of conventional munitions must be evidenced by documentation of management’s decision to permanently remove an asset from service and the asset’s use is terminated.
3. Environmental liabilities for stockpile and non-stockpile chemical agents and munitions inventory, and buried chemical agents and munitions, should be recognized for cleanup, closure, and/or disposal costs when the probable and reasonably estimable criteria have been met, in accordance with TR 2. Per 50 U.S.C. § 1521, DoD is required to dispose of chemical weapons and materiel contained in the stockpile, as well as the non-stockpile. The stockpile consists of the chemical weapons and materiel in the inventory. The non-stockpile items are binary chemical weapons, miscellaneous chemical warfare materiel, recovered chemical weapons, and former production facilities. Proper action is needed to mitigate risk to human health and the environment from buried chemical agents and munitions. The determination to dispose of chemical weapons and materials must be evidenced by documentation supporting management’s decision to permanently remove an asset from service and the asset’s use is terminated.

4. For assets permanently removed from service, the environmental cleanup costs liability associated with the disposal, closure, and/or shutdown of the PP&E must be recognized in full. If removal of service is considered other than permanent, the liability and associated cleanup cost expense must continue to accumulate. Permanent removal from service is defined under subparagraph 130202.Q. In compliance with TR 14, documentation must exist of management’s decision to permanently remove an asset from service. Recognition of the full liability for cleanup costs associated with PP&E will not be recorded if an asset’s useful life has not been terminated and there is no documented evidence validating management’s decision to permanently remove the asset from service.

5. Overseas environmental liabilities are environmental cleanup, closure, and/or disposal costs associated with the operation of installations overseas in accordance with DoDI 4715.08 and international agreements as defined by DoD Directive 5530.3. Environmental liabilities resulting from DoD operations are considered “Government-Related Events,” as defined by SFFAS 5, and will be recognized when the event creating the liability occurs. The requirements to be met will be based on the applicable SFFAS Standards, DoD Issuances (i.e., DoD Directive, DoD Instruction, DoD Manual), and international agreements, in accordance with DoDI 4715.05.

6. When estimating the disposal cost of assets containing hazardous waste, non-environmental costs that are considered immaterial to the total cost of removing or disposing of the asset(s) (e.g., disposal of nuclear ships) may be recognized as an environmental liability. Materiality depends on the degree to which an omission or misstatement would change or influence the judgment of a reasonable person relying on the information and requires the application of professional judgment. Each DoD Component is responsible for defending any materiality determinations.

7. Both friable and non-friable asbestos-related cleanup, closure, and/or disposal costs must be estimated in accordance with TB 2006-1, as amended by TB 2011-2. Cost estimates for asbestos must include both friable and non-friable, however itemization of the two types of asbestos is not required in the estimate. Asbestos-related cleanup, closure, and/or disposal costs are the costs of removing, containing, and/or disposing of:

a. Asbestos-containing materials from property, or
b. Material and/or property that consist of asbestos-containing material at permanent or temporary closure, or shutdown of associated PP&E (i.e., when cleanup cannot occur until the end of the useful life or at regular intervals during that life). Asbestos-related cleanup, closure, and/or disposal costs associated with PP&E must be recognized in accordance with subparagraphs 130203.D.9 and 130203.D.10. TR 10 provides a framework for identifying assets containing asbestos, assessing assets to collect information, and/or developing assumptions needed to estimate asbestos cleanup costs.

F. The DoD Component having the responsibility (by law, statute, agreement, or DoD policy) for funding the environmental liability must report the associated expense and liability on its financial statements. The determination of the liability amount must be in accordance with applicable pronouncements (see paragraph 130205). The DoD Component recording the environmental liability must have sufficient supporting documentation to establish its responsibility for the liability. The DoD Component responsible for the physical cleanup and disposal must be the entity that estimates, tracks, revises, and monitors the liability. In most instances, this will be the same entity as the entity responsible for funding the environmental and disposal liability. If that is not the case, then the “non-funding” entity must provide the cost and liability information to the funding entity to record in the funding entity’s financial statements.

G. Environmental liabilities are generally based on accounting estimates that are discussed in paragraph 130205. Recognition of necessary adjustments to accounting estimates used in establishing environmental liabilities follows:

1. The cumulative effect of changes in cost estimates is recognized as an expense in the current accounting period and the corresponding liability is adjusted. These accounting transactions are provided in Table 13-4. Additionally, the related cleanup cost for the current period must be expensed and accrued as an environmental liability. Refer to subparagraph 130302 for the appropriate accounting transactions.

2. Material adjustments that are required to correct errors related to prior period operations must be recognized as a prior period adjustment that restates the prior period comparative financial statements. Adjustments to correct errors typically result from mistakes, or the oversight or misuse of facts that would materially misstate the entities’ financial statements. This includes errors in the calculation of estimated environmental liabilities. This type of adjustment is reflected in the Statement of Changes in Net Position and omits any expense recognition in the current period. The amounts involved must be disclosed, and to the extent possible, the amount associated with current and prior periods must be noted. Adjustments required for immaterial amounts are recognized as a current period event.

H. The risk of material misstatement of accounting estimates normally varies with the complexity and subjectivity associated with the process, the availability and reliability of relevant data, the number and significance of assumptions made, and the degree of uncertainty associated with those assumptions. The DERP and non-DERP requires cleanup cost estimates to be single point estimates using the best available data. If a range is estimated for environmental liabilities and an amount within the range is considered a better estimate than any other estimate, that amount must be recognized; however, if no amount within a range is considered a better
estimate, then the minimum amount in the range must be recognized. Refer to subparagraph 130204 for disclosure requirements of estimates that are based on uncertainty.

*130204. Environmental Liability Disclosures

A. Financial statement disclosures provide pertinent information in notes or narratives about the amounts reported on the face of the financial statements. (Refer to Volume 6B, Chapter 10 for guidance on completing the financial statement notes.) Disclosure requirements for liabilities, including environmental liabilities, differ depending on how the likelihood that a loss or an additional loss has been incurred by an entity is classified and also whether the loss is reasonably estimable. The classifications of likelihood are probable, reasonably possible and remote. Probable means that the future confirming event or events are more likely than not to occur; reasonably possible means that the chance of the future confirming event or events is more than remote but less than probable; and, remote means the chance of the future event or events occurring is slight.

B. Environmental liabilities meeting the criteria in TR 2 for “probable” and “reasonably estimable” must be recognized on the Balance Sheet. The recognition of environmental liabilities requires the following disclosures associated with the cleanup, closure, and/or disposal cost estimates that must be addressed each reporting period within the financial statement note for environmental liabilities:

1. The sources (list applicable laws and regulations) of cleanup, closure, and/or disposal requirements;

2. The method for assigning estimated total cleanup, closure, and/or disposal costs to current operating periods (i.e., based on consumed useful life or physical capacity of the assets);

3. The unrecognized amounts of environmental liabilities for assets that require the systematic recognition of the total estimated cleanup, closure, and/or disposal costs. The DoD Component must recognize the portion of the total cost that is attributed to the useful life of the asset that has expired since the asset was placed in service. The balance of the total estimated cleanup, closure and/or disposal cost is the unrecognized portion of the liability;

4. Material changes in the total estimated cleanup, closure and/or disposal costs due to changes in laws, technology, or plans, and the portion of the change in estimate that relates to prior period operations;

5. The nature of estimates and the disclosure of information regarding possible changes due to inflation, deflation, technology, plans, or applicable laws and regulations; and

6. A description of the type of environmental liability identified.
C. Environmental liabilities that do not meet the criteria of “probable” and “reasonably estimable” but for which there is at least a reasonable possibility that a loss may have been incurred, financial statement disclosure is required. The financial statement disclosure should include the nature of the environmental liability and an estimate of the possible liability, an estimate of the range of dollar amounts for the possible liability, or a statement that such an estimate cannot be made.

D. Environmental liabilities that are classified as remote or with a slight chance of occurring do not require disclosure in the general purpose financial statements and accompanying notes, but the law may require disclosure in special purpose reports.

E. DoD Components must disclose Intragovernmental Liabilities Not Covered by Budgetary Resources separately from Liabilities Covered by Budgetary Resources in accordance with Volume 6B, Chapter 10.

1. Liabilities Covered by Budgetary Resources are liabilities incurred which are covered by realized budgetary resources as of the Balance Sheet date. Budgetary resources encompass not only new budget authority but also other resources available to cover liabilities for specified purposes in a given year. Available budgetary resources include:
   a. New budget authority;
   b. Unobligated balances of budgetary resources at the beginning of the year or net transfers of prior year balances during the year;
   c. Spending authority from offsetting collections (credited to an appropriation or fund account); and
   d. Recoveries of unexpired budget authority through downward adjustments of prior year obligations.

2. Liabilities are considered covered by budgetary resources if they are to be funded by permanent indefinite appropriations, which have been enacted and signed into law and are available for use as of the Balance Sheet date, provided that the resources may be apportioned by OMB without further action by the Congress and without a contingency having to be met first.

3. Liabilities Not Covered by Budgetary Resources include liabilities incurred for which revenues or other sources of funds necessary to pay the liabilities have not been made available through Congressional appropriations or current earnings of the reporting entity.

F. Documentation to support the environmental liability recognition and disclosures, including management reviews, must be retained for the life of the liability. Once the liability has been eliminated, the documentation must be retained according to applicable retention and disposal instructions in accordance with Volume 1, Chapter 9.
130205. Environmental Liability Estimates

A. Environmental liabilities are generally developed based on accounting estimates, because the extent of the environmental cleanup, closure, and/or disposal costs cannot be determined until completing cleanup/disposal operations. The DoD Component’s responsible program management function and accounting function should work together to identify and support the environmental liability estimates and maintain audit records to support assumptions, methodologies, and internal controls used in developing the estimates. The responsible program management function is accountable for generating and approving the cost estimates; the accounting function is responsible for reviewing the cost estimates and ensuring the liability is recognized according to the guidance published in this chapter. Each estimate is based on subjective as well as objective factors. Accordingly, sound business judgment based on knowledge and experience about past and current events and assumptions is required. The accounting estimates are subject to audit standards of SAS Number 122/AU-C Section 540. Organizations that prepare accounting estimates must retain adequate documentation of quality review, estimator and reviewer qualifications, data sources, estimating methodologies, accreditation including the parametric models, and internal control procedures. The process of establishing accounting estimates would normally consist of:

1. Identifying situations for which accounting estimates are required;
2. Identifying the relevant factors that may affect the accounting estimate;
3. Accumulating relevant, sufficient, and reliable data on which to base the estimate;
4. Developing assumptions that represent management’s judgment of the most likely circumstances and events with respect to the relevant factors;
5. Determining the estimated amount based on the assumptions and other relevant factors;
6. Comparing prior accounting estimates to actual results and with new estimates to assess the reliability of the process used to develop estimates;

* 7. Determining that the accounting estimate is consistent with the operational plans of the entity; and

8. Determining that the accounting estimate is presented in conformity with applicable accounting principles and that disclosure is adequate.

B. The environmental cleanup, closure, and/or disposal costs that are probable and reasonably estimable must be estimated based on site-specific information using engineering estimates, comparison with similar sites, contaminants, equipment, or cost models validated in accordance with DoDI 5000.61. As cost estimates by definition are subjective and have an element of uncertainty, documentation to support cost estimates must be substantial and robust. The
reliability of the cost estimate will depend on the amount of site-specific information available, the extent of experience and resemblance with similar site conditions or assets, availability of remediation technology, and cost models. Once the DoD Component generates a cost estimate, the liability must be recognized in accordance with paragraph 130203 and any uncertainty disclosed in the notes to the financial statements.

1. A cost estimate produced from a site-specific study is generally more reliable because it is based directly on environmental conditions at the site. Further, environmental personnel can evaluate the alternative cleanup, closure, and/or disposal actions identified through a site-specific study to develop engineering estimates and to identify the selected alternative. However, understanding that DoD Components often include multiple sites on an individual contract, supporting documentation required to justify individual ULO transaction level details does not need to be at the site level. In such circumstances, contracts and invoices supporting the ULO transaction level details for the combined multiple sites must be retained to support future audit requirements.

2. If a site-specific study has not been completed, then the DoD Component must determine whether the site is similar to other sites, where experience has been gained based on the completion of a comprehensive study or actual remediation. If there is no investigation and/or comparable site data available, costs are not considered reasonably estimable. In this case, the DoD Component should recognize the anticipated costs of conducting future studies as an environmental liability in accordance with paragraph 130203 until they complete the site-specific study.

3. If an acceptable cleanup technology is not available to address the site, then the DoD Component must recognize the estimate to contain the hazardous waste and other relevant costs, such as the costs for future studies, as an environmental liability in accordance with paragraph 130203. The DoD Component must also disclose the range of uncertainty in the notes to the financial statement.

4. When leveraging cost models to develop cost estimates, DoD Components should:
   a. Accumulate relevant, sufficient, and reliable data on which accounting estimates for a given environmental and disposal liability concern were based;
   b. Ensure estimates are prepared by qualified personnel and adequately reviewed and approved by the appropriate levels of authority before being finalized;
c. Sustain the use of a cost model methodology by compiling and/or collecting and maintaining documentation from appropriate service providers (as applicable) to support review of cost factors on a regular basis, and implementing a data collection process. For purposes of implementing this approach, DoD considers “performed on a regular basis” to mean at least annually. At a minimum, DoD Components shall ensure that appropriate reviews have been performed and subsequent supporting documentation is available to provide to an auditor. Decisions on when to update cost factors shall be driven by the impact that new information has on existing estimates;

d. Compile documentation and/or collect documentation from appropriate service providers (as applicable) supporting the reasonableness of cost factors used by cost estimation software (e.g., Remedial Action Cost Engineering Requirements (RACER));

e. Compile documentation and/or collect assurance from appropriate service providers (as applicable) that cost estimation software (e.g., RACER) has been validated or otherwise ensure that the functions performed by the software are executed as intended; and

f. Compare a representative sample of prior accounting estimates with subsequent results to assess the reliability of the process used to develop estimates and the reasonableness of estimates developed.

C. Environmental liability estimates must be developed to include all environmental liability sites in the site universe and must include all cleanup, closure, and/or disposal costs. Such cost estimates are calculated on a current cost basis and are based on a current plan, existing laws, and technology. Overhead management costs for environmental sites and equipment that cannot be attributed to specific sites and equipment should be added to the environmental liability at a summary level. Environmental liability estimates must include the following cost elements, as applicable:

1. Compensation and benefits of government personnel expected to devote significant time directly to a disposal effort;

2. Cost of employing contractors, engineers, and consultants;

3. Disposal costs (includes demilitarization, material handling, transportation, storage, and tipping fees);

4. Cost of dedicated facilities, machinery, and equipment, and the related operating and maintenance costs;

5. Research and development costs for alternative remediation technologies;

6. Payments to regulatory agencies to provide technical support (e.g., document review of planned studies);
7. Efforts to tear down, remove, and dispose of the item(s), to include transportation, demilitarization, and dismantlement;

8. Planning and design efforts, to include contract advertisement and document reproduction;

9. Landscaping costs to replace landscaping elements damaged or destroyed by remediation efforts;

10. Permits, licenses, and approval to include State Historic Preservation Officer concurrence and documentation. Also included are screening costs of suitable property for the homeless, as established by 42 U.S.C. § 11411;

11. Grants or payments to state, tribal, and local governments; and

12. Program management costs for DERP, a statutorily defined program with a limited universe of sites on active, BRAC and Formerly Used Defense Sites properties. Program management associated with DERP exists solely to support the remediation of sites specifically eligible for DERP. Since these program management costs will cease upon the conclusion of the DERP program, these costs must be reported as part of environmental and disposal liability. These costs are necessary to effectively manage and execute the site cleanup requirements for DERP sites; however, they cannot be directly attributed to an individual cleanup site. Per the DoDM 4715.20, the DoD Components must report these costs as rolled-up CTC estimates at the appropriate program level. Estimated program management costs must be included for the Future Years Defense Program (FYDP) and beyond. DoD Components must estimate program management costs beyond the FYDP by applying the average percentage of program management costs through the FYDP to the site-level requirements remaining past the FYDP. As with other environmental and disposal liability, these estimates must be supported with appropriate documentation.

D. Environmental liability estimates must be reviewed annually and revised when there is evidence that significant changes in the cost measurement have occurred, such as changes in scope, ownership, regulation, or technology. In the event a significant change has occurred between the environmental liability valuation date and September 30, roll forward procedures must be performed (see subparagraph 130203.D.5). At a minimum, long-term cost estimates should be adjusted upward or downward annually, through indexing, to maintain them on a current cost basis as if acquired in the current period. Once the cost estimates are reviewed and adjusted, the estimated liability must be reduced by the amounts that are paid. Expenditures should be managed to the transaction level to allow for comparison of prior estimates to subsequent results. Supporting documentation required to justify individual transaction level details does not need to be at the site-level. However, contracts and invoices supporting the transaction level details for combined multiple sites must be retained to support future audit requirements.
E. A systematic recognition of the cost estimate is preferable based on the use of physical capacity. If physical capacity is not applicable or estimable, the estimated useful life based on the number of years may serve as the basis for the systematic recognition of expense and accumulation of a liability. A more thorough explanation of the term “useful life” is provided in Chapter 6. The current period estimated expense is equal to:

1. The total final estimated costs of the disposal or closure effort;
2. Divided by the total capacity;
3. Multiplied by the physical capacity used;
4. Minus the amounts previously recognized as expense;
5. Equals the current period estimated expense.

F. DoD Components must follow at least one (or some combination) of the approaches outlined (as applicable for the environmental and disposal liability considered) to establish and maintain a complete and current site universe (i.e., baseline):

1. Reconcile PP&E asset records maintained in Accountable Property Systems of Record (APSRs) with environmental and disposal liability records in environmental databases of record;
2. Produce evidence of the performance of a historical fence-to-fence survey focused on identifying and recording environmental and disposal liabilities and recent efforts to maintain currency over initial survey findings; and
3. Reconcile environmental and disposal liability records with other appropriate source lists.

G. After an initial baseline has been established, DoD Components must maintain site universes by using the following techniques:

1. For asset-driven and event-driven liabilities, leverage PP&E asset acquisition and disposal processes/systems to update routinely the established baseline;
2. For event-driven liabilities, document and adhere to standard operating procedures for responding to typical site addition processes (e.g., spill programs, environmental surveys) and update the baseline accordingly; and
3. For event-driven liabilities, document and adhere to standard operating procedures for removing future cost estimates when remediation requirements have been met and no additional future liability exists, and update the baseline accordingly.
H. When implementing guidance outlined in subparagraphs 130205.F and 130205.G, DoD Components must establish and maintain environmental and disposal liability universe baselines for event-driven and asset-driven environmental liabilities:

1. Event-driven environmental liabilities. In these instances, it is important that DoD Components define the history, timeline, and activities employed in the surveys to demonstrate that a due care approach was taken, in accordance with TR 2, to establish an initial baseline and that there are sufficient procedures in place to maintain currency over the baseline. Documentation must be readily available to support the baseline, allowing auditors to verify the completeness of established cleanup site universes.

2. Asset-driven environmental liabilities. DoD Components could rely more heavily upon PP&E asset universes to identify relevant environmental and disposal liabilities. If only a subset of the PP&E asset universe is applicable to a given environmental and disposal liability subcategory, DoD Components could begin by considering the entire PP&E asset universe and demonstrate why individual subcategories are not applicable.

I. DoD Components must identify and account for environmental disposal liabilities that are non-routine at the time of equipment disposal, in accordance with TR 11. When using the methodology described in TR 11, DoD Components should:

1. Leverage APSRs to define and categorize equipment assets that should be assessed using TR 11 guidelines.

2. Focus on establishing documentation consistent with guidelines set forth in TR 11 to establish an audit trail for reported equipment environmental disposal liabilities. An audit trail must be produced even if the resulting value of equipment environmental disposal liabilities is deemed immaterial.

3. Review applicable contractual agreements to understand better the responsibilities and obligations during disposal of equipment assets being considered. In some instances, other contractual parties may assume all or part of a liability at the point of disposal, which could affect DoD financial reporting requirements.

4. Coordinate with the following communities (as applicable): Acquisition, Financial, Management, Program Management, and Environmental.

1303 ACCOUNTING PROCEDURES FOR RECORDING ENVIRONMENTAL LIABILITIES

This section illustrates the use of the applicable USSGL accounts for recording the proprietary and budgetary transactions for environmental liabilities. Refer to the Deputy Chief Management Office Standard Financial Information Structure website for the DoD Standard Chart of Accounts (including point accounts) and the Transaction Library.
130301. Estimated Cleanup Cost Liability (USSGL Account 2995000)

A. This account represents the estimated amounts owed for projected future cleanup, closure, and/or disposal costs associated with:

1. Hazardous waste from property; or

2. Material and/or property consisting of hazardous waste at a permanent or temporary closure or shutdown of the associated PP&E.

B. Subsidiary ledgers should be established as necessary to meet external reporting requirements and to provide internal control over amounts owed.

130302. Environmental Liability Accounting Entries

The accounting entries depicted in Table 13-4 illustrate the entries that must be used to record transactions for environmental liabilities.
1. In year 1, assume a PP&E with a useful life of 3 years is acquired and it is known to produce hazardous waste. The estimated cleanup cost is $120,000. Assume cleanup will start when PP&E cease its operation. $120,000/3 years = $40,000 per year

Year 1:

Dr  680000  Future Funded Expenses  40,000
Cr  299500  Estimated Cleanup Cost Liability - NC* 40,000

2. In year 2, a reestimate of the cleanup cost indicated that the cost will be more than what was originally estimated by $60,000. Total cleanup cost = $120,000 (original amount) + $60,000 (additional estimated costs) = $180,000.

$60,000/3 = $20,000 x 2 (year 1 and year 2 need to be recovered) = $40,000
$40,000 (original estimate) + $40,000 (calculated reestimate for year 1 and year 2 need to be recovered) = $80,000

Year 2:

Dr  680000  Future Funded Expenses  80,000
Cr  299500  Estimated Cleanup Cost Liability - NC* 80,000

3. In year 3, record annual estimated cleanup cost.

Year 3:

Dr  680000  Future Funded Expenses  60,000
Cr  299500  Estimated Cleanup Cost Liability – NC*  60,000

($40,000 original annual cost estimate + $20,000 additional cost estimate determined in year 2 = $60,000)

4. Assume the agency receives funding for the cleanup cost in Year 4 in the amount of $50,000.

Year 4:

Dr  101000  Fund Balance With Treasury  50,000
Cr  310100  Unexpended Appropriations – Appropriations Received  50,000
Dr  299500  Estimated Cleanup Cost Liability – NC*  50,000
Cr  299500  Estimated Cleanup Cost Liability – C*  50,000
Dr 411900  Other Appropriations Realized  50,000
Cr  445000  Unapportioned Authority  50,000

Dr 445000  Unapportioned Authority  50,000
Cr  451000  Apportionments  50,000

Dr 451000  Apportionments  50,000
Cr  461000  Allotments – Realized Resources  50,000

5. In year 4, contractor A started and completed his portion of the cleanup and billed the agency for $20,000.

Year 4:
Dr  299500  Estimated Cleanup Cost Liability – C *20,000
Cr  211000  Accounts Payable  20,000

Dr  310700  Unexpended Appropriations - Used  20,000
Cr  570000  Expended Appropriations  20,000

Dr 461000  Allotments – Realized Resources  20,000
Cr  480100  Undelivered Orders – Obligations, Unpaid 20,000

Dr 480100  Undelivered Orders – Obligations, Unpaid  20,000
Cr  490100  Delivered Orders – Obligations, Unpaid  20,000

6. In year 4, the agency makes a partial payment of $10,000 to contractor A.

Year 4:
Dr  211000  Accounts Payable  10,000
Cr  101000  Fund Balance With Treasury  10,000

Dr  490100  Delivered Orders – Obligations, Unpaid  10,000
Cr  490200  Delivered Orders – Obligations, Paid  10,000

7. In year 4, contractor B was hired to perform additional cleanup for $5,000.
Year 4:

Dr 461000  Allotments – Realized Resources  5,000

Cr 480100  Undelivered Orders – Obligations, Unpaid  5,000

* NC = Not Covered by Budgetary Resources
  C = Covered by Budgetary Resources
## Statements for Year 4

### Proprietary Pre-Closing Trial Balance – Year 4

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<tr>
<th>Account</th>
<th>Description</th>
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<td>101000</td>
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<tr>
<td>211000</td>
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### Closing Entries – Year 4

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<td>331000</td>
<td>Cumulative Results of Operations</td>
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</tr>
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</table>
*Figure 1. Roll Forward Decision Tree for Event-Driven Environmental Liabilities

*New activities could include: change in project scope, change in standards or regulations, new technology, new obligation, change in DoD policy, new or additional contamination discovered.

**See Appendix A for determination of significant amounts in the roll forward period.
*Appendix A. Quantitative Determination of Significant Amounts in the Roll Forward Period

DoD Components should use this quantitative approach to determine what are considered significant amounts in the roll forward period. Significant amounts that have occurred between June 30 and September 30 must be reflected in environmental and disposal liability through an adjustment to the environmental and disposal liability as of September 30. To assist DoD Components with segmenting their cleanup site universe to identify subsets of environmental and disposal liability cleanup sites that may not require a reassessment during the roll forward period, a decision tree has been developed and included in Figure 1. DoD Components should leverage Figure 1 or a method consistent with Figure 1. The intent of Figure 1 is to assist DoD Components with segmenting their cleanup site universe to identify high risk subsets, subsequently reducing the overall effort required to implement roll forward procedures. Subsequently, DoD Components must assess qualifying events to determine significance to the reported financial statement balances.

Approach to calculate their Significant Amount Threshold:

<table>
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<th>Description</th>
<th>Formula</th>
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<tr>
<td>Environmental &amp; Disposal Liability Balance</td>
<td>$XXXXX</td>
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</tr>
<tr>
<td>Multiply by 1%</td>
<td>x .01</td>
<td></td>
</tr>
<tr>
<td>Materiality</td>
<td>$XXXXX</td>
<td></td>
</tr>
<tr>
<td>Multiply by no more than 3%</td>
<td>x .03</td>
<td></td>
</tr>
<tr>
<td>Significant Amount Threshold</td>
<td>$XXXXX</td>
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</table>

Note: DoD Components must use the calculated Significant Amount Threshold or $1 million, whichever is greater.

The Significant Amount Threshold calculation has been developed to compensate for the possible aggregation of misstatements in the recorded liability amount by a DoD Component (i.e., misstatements for multiple environmental and disposal liability sites) and among DoD Components at the consolidated DoD financial statement level. While individual misstatements may not be material to the financial statements, when aggregated with other misstatements they could result in a material misstatement.

---

1 Total Environmental and Disposal Liabilities recorded balance on the DoD Component’s individual financial statements as of the most recently reported period.
2 This materiality amount is equivalent to Design Materiality as described in the GAO FAM §230.12.
3 The no more than 3% of Materiality is based on OUSD’s judgment to compensate for the potential aggregation of amounts at the DoD Component level.
VOLUME 4, CHAPTER 14: “IMPROPER PAYMENTS”

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 October 2012 is archived.

<table>
<thead>
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<th>PARAGRAPH</th>
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<th>PURPOSE</th>
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<tbody>
<tr>
<td>1401</td>
<td>Re-ordered General section to include Overview, Purpose, and Authority.</td>
<td>Revision</td>
</tr>
<tr>
<td>140101.C.</td>
<td>Added requirements for Office of the Director of National Intelligence (ODNI) agency reporting.</td>
<td>Addition</td>
</tr>
<tr>
<td>140103</td>
<td>Changed Public Law numbers to United States Code (USC).</td>
<td>Revision</td>
</tr>
<tr>
<td>140201</td>
<td>Revised paragraph defining improper payments.</td>
<td>Revision</td>
</tr>
<tr>
<td>140202</td>
<td>Revised High Dollar Improper Payment thresholds in accordance with M-15-02.</td>
<td>Revision</td>
</tr>
<tr>
<td>140203</td>
<td>Added sentence to address applicability of IPERIA and Office of Management and Budget (OMB) guidance to government charge cards and payments to Federal employees.</td>
<td>Addition</td>
</tr>
<tr>
<td>140205</td>
<td>Added new improper payment percentage and new language from 31 USC 3321.</td>
<td>Addition</td>
</tr>
<tr>
<td>140206</td>
<td>Added policy requirements for statistical sampling from revised M-15-02, Appendix C, OMB Circular A-123.</td>
<td>Addition</td>
</tr>
<tr>
<td>1403</td>
<td>Revised A&amp;FP Directorate responsibilities and added designation as Comptroller’s Executive Agent for improper payments.</td>
<td>Revision/Addition</td>
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<tr>
<td>140401</td>
<td>Revised risk assessment policy to align with M-15-02, OMB Circular A-123 Appendix C.</td>
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<tr>
<td>140401.B.</td>
<td>Included information from previous subparagraph 140201.C. in this sub-paragraph for more logical placement.</td>
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<td>140402</td>
<td>Revised to address statistical sample plan requirements of current OMB A-123 Appendix C guidance.</td>
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<tr>
<td>140403</td>
<td>Revised to address new payment review requirements of IPERIA.</td>
<td>Revision</td>
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<td>140404</td>
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<td>Changed submission dates.</td>
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<tr>
<td>140504.C.</td>
<td>Added wording to address ODNI agency requirements.</td>
<td>Addition</td>
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<td>140505</td>
<td>Added paragraph to address Do No Pay (DNP) file matching requirement.</td>
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<td>Table 14-1</td>
<td>Table changed to reflect improper payment categories as shown in OMB A-123 Appendix C and paragraph 140404.</td>
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CHAPTER 14

IMPROPER PAYMENTS

*1401 GENERAL

140101. Overview

A. All DoD Components that entitle (process or compute) payments that are not currently measuring and reporting improper payments must conduct risk assessments (see section 1404) of their payment processes in order to identify areas susceptible to significant improper payments, and establish controls to mitigate risks. Components must conduct random post-payment reviews of a statistically valid sample of the population to estimate improper payments for the total population. The root causes of improper payments must be identified and corrective plans developed and monitored on a regular basis to ensure future improper payments will be reduced and eliminated and to hold senior officials accountable for implementation and oversight of these plans. Improper payment reduction targets must be established and reviewed annually, and are subject to approval by the Director/OMB. Components must report post-payment review results quarterly for High Dollar Overpayments (see subparagraph 140503.B. for details) and Travel Pay, and annually for all other programs to the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)), Accounting & Finance Policy Directorate (A&FP). A&FP compiles the Department-wide results annually as part of DoD’s Agency Financial Report (AFR).

B. This policy applies to all current payment systems and to all new payment systems as they come on line.

C. All DoD Intelligence Community (IC) agencies should follow the Office of the Director of National Intelligence (ODNI) National Intelligence Program (NIP) IPERA Guidelines and reporting requirements. These transactions are excluded from the public reporting requirements.

140102. Purpose

The purpose of this policy is to require quantification and estimation of improper payments for reporting purposes, to consolidate departmental reporting requirements, to identify and report high dollar overpayments, and to provide for further development and implementation of plans to identify, estimate, reduce and eliminate future improper payments.

140103. Authority

A. This chapter establishes the Department of Defense (DoD) authority for issuing policy for compliance with the Improper Payments Elimination and Recovery Improvement Act of 2012 (IPERIA), 31 United States Code (USC) 3321, the Improper Payments Elimination and Recovery Act (IPERA) of 2010, 31 USC 3301, as well as
the Improper Payments Information Act (IPIA) of 2002 (31 USC 3321), and implementing
guidance from the Office of Management and Budget (OMB) Circular A-123, Appendix C, Parts
I, II, and III (M-15-02).

B. The reporting requirements’ authority is derived from
OMB Circular A-136, which is normally reissued annually.

1402 DEFINITIONS

*140201. Improper Payment

A. An improper payment is any payment that should not have been made or
that was made in an incorrect amount under statutory, contractual, administrative, or other
legally applicable requirements. Incorrect amounts are overpayments or underpayments that are
made to eligible recipients (including inappropriate denials of payment or service, any payment
that does not account for credit for applicable discounts, payments that are for the incorrect
amount, and duplicate payments). An improper payment also includes any payment that was
made to an ineligible recipient or for an ineligible good or service, or payments for goods or
services not received (except for such payments authorized by law). In addition, when an
agency’s review is unable to discern whether a payment was proper as a result of insufficient or
lack of documentation, this payment must also be considered an improper payment.

B. The term “payment” in this chapter means any payment or transfer of
Federal funds (including a commitment for future payment, such as cash, securities, loans, loan
guarantees, and insurance subsidies) to any non-Federal person, non-Federal entity, or Federal
employee, that is made by a Federal agency, a Federal contractor, a Federal grantee, or a
governmental or other organization administering a Federal program or activity. The term
“payment” includes Federal awards subject to the Single Audit Act Amendments of 1996 that are
expended by both recipients and sub-recipients.

C. All erroneous payments are improper payments. The term “erroneous
payment” is afforded the same meaning as “improper payment” within
OMB Circular A-123, Appendix C, which uses the terms interchangeably. However, this
chapter does not use the terms interchangeably.

D. This chapter does not use the term “erroneous” payment interchangeably
with improper payment because not all payments that are “improper” under the
IPIA / IPERA / IPERIA are “erroneous” in the context of Title 31 United States Code 3528, also
known as Certifying Officers Legislation (CoL). For example, a disbursing officer who makes a
duplicate payment or a payment to the wrong payee has made both an “erroneous” and an
improper payment. By law, such payments result in payee indebtedness to the United States
Government, and thus should be recovered from the payee. As provided for in Volume 5,
Chapter 6, disbursing and certifying officers potentially are financially liable for such payments
if such erroneous payments are not recovered from the payee. In contrast, underpayments clearly
are “improper” for IPIA / IPERA / IPERIA purposes, but such payments do not give rise to
payee indebtedness or expose disbursing or certifying officers to financial liability; therefore,
such payments are not “erroneous” as that concept applies in the context of CoL, and as described in Volume 5. Similarly, inadequately documented payments are “improper” for purposes of IPIA, as amended by IPERA and IPERIA reporting but are not “erroneous.” Reports and audits should avoid substituting the term “erroneous” payment for “improper” payment when describing DoD improper payments.

*140202. High Dollar Improper Overpayment

A high dollar overpayment can be made to an individual or to an entity. A high dollar overpayment is any overpayment that is in excess of 50 percent of the correct amount of the intended payment under the following circumstances:

A. Where the total payment to an individual exceeds $25,000 as a single payment or in cumulative payments for the quarter; or

B. Where the payment to an entity exceeds $100,000 as a single payment or in cumulative payments for the quarter.

*140203. DoD Improper Payment Reporting Program

DoD reports on nine programs to encompass most payment types. These programs are Military Pay, Civilian Pay, DoD Travel Pay, Military Retirement, Military Health Benefits, DFAS Commercial Pay, U.S. Army Corps of Engineers’ (USACE) Travel Pay, USACE Commercial Pay, and Navy Enterprise Resource Program (ERP) Commercial Pay. Additional guidance for recovering overpayments from any of these nine programs is included in Volume 10, Chapter 22, “Payment Recapture Audits.” With the enactment of IPERIA and the issuance of revised OMB guidance, Components are now required guidance to include government charge cards, as well as all payments to Federal employees, as part of their risk assessments.

140204. Entity

For this Chapter’s purposes, an entity is a non-individual that owes an outstanding (not repaid and uncollected) improper payment. The term entity excludes an individual acting in either a personal or commercial capacity (that is, as a sole proprietor), and federal, state, and local government agencies; and,

*140205. Improper Payments Threshold

The IPERA mandates reporting programs with estimated annual improper payments that exceed both $10 million and 1.5 percent of program or activity payments made during the fiscal year being reported, or any program with $100 million (regardless of the improper payment percentage of total program outlays). In addition, OMB reserves the right to require agencies to report on programs not meeting the threshold criteria (typically, the exceptions are high visibility areas or programs with high dollar improper payments that remain below the percentage threshold). In addition, OUSD(C) requires quarterly reporting for the Travel Pay program to
facilitate Component implementation of stronger travel payment internal controls and recapture efforts.

*140206. Statistical Sampling

A. For complete, detailed statistical sampling requirements, see Appendix C, OMB Circular A-123, dated October 20, 2014. This guidance contains comprehensive steps to follow for process, estimation plans, certification, incorporating recommendations from external audit agencies, as well as full content requirements for compliant statistical sampling and estimation plans.

B. Each plan shall be prepared by a statistician (either an agency employee or a contractor.) Statistical sampling plans must have a minimum probability confidence level of 90 percent and sampling precision of plus or minus 2.5 percentage points to qualify for use in estimation of both the annual improper payments dollar amount and the number of improper payment transactions within each program population. An alternative probability confidence level of 95 percent and sampling precision of plus or minus 3 percentage points may be used, as this variation is also approved by OMB.

C. Each sampling plan shall be signed by a senior agency official certifying that the plan will yield a statistically valid estimate in accordance with OMB guidance.

D. Each Reporting Component must maintain supporting documentation to substantiate its improper payment estimates, to ensure that its results can be replicated by auditing entities.

E. Plans will be submitted to OMB for review; but note that OMB will not be issuing a formal approval to the agency for the plan. It is the agency’s responsibility to produce a statistically valid methodology. The senior official’s certification will serve as evidence that the agency believes the methodology is statistically sound. OMB may raise questions to an agency about its particular methodology, and the agency is required to answer OMB’s concerns adequately.

*1403 A&FP’S ROLE/RESPONSIBILITIES AS COMPTROLLER’s EXECUTIVE AGENT

140301. Role

To facilitate compliance with OMB Circular A-123, Appendix C, the Deputy Chief Financial Officer, designated the A&FP Directorate as the Department’s Executive Agency as part of the OUSD(C) oversight responsibility for the Department’s Improper Payment reporting.
140302. Responsibilities

A. To review the Components’ statistical sampling plans described in paragraph 140406 to ensure completeness, and to forward to OMB for review if substantive changes have been made.

B. To review the quarterly Travel Pay, to compile the quarterly High Dollar Improper Payment reports, and the annual AFR submissions by the reporting Components described in paragraph 1405 to ensure the reporting requirements are met.

C. To submit the quarterly High Dollar reports to OMB, the DoDIG and submit for posting to the Comptroller web site within 15 days following report completion.

D. To retain documentation submitted by the Reporting Components for the AFR, the quarterly high dollar reports, and all other reports as required.

E. To review, edit and consolidate the reporting Component level information into a summary level report for management review and for inclusion in the AFR, and to review Components’ corrective action plans to ensure corrective actions are directly linked to the root causes of improper payments.

F. To prepare all Department-wide Improper Payments reports and related information for submission to OMB, publication in the AFR, and for other reporting requirements.

G. To review the quarterly milestones for corrective action plan progress via the Notice of Findings and Recommendations (NFR) or other tool that is implemented to manage this task.

H. To act as OUSD Comptroller liaison for external auditors such as the Government Accountability Office (GAO) and the DoDIG, to ensure all requested information is transmitted to the requesting auditor and/or submit responses to questions, recommendations, or other tasks.

I. To ensure that the DoD Financial Management Regulation chapters that cover improper payments and payment recapture audits are kept up to date as needed but not less often than every two years.
1404 REQUIREMENTS

*140401. Risk Assessment

A. Components are required to institute a systematic method of reviewing all programs to identify ones susceptible to significant improper payments. Significant improper payments are defined as gross annual improper payments (i.e., the total of overpayments and underpayments) in the program exceeding (1) both 1.5 percent of program outlays and $10,000,000 of all program or activity payments during the fiscal year reported; or (2) $100,000,000 regardless of the improper payment percentage of total program outlays. This systematic method could be a quantitative evaluation based on a statistical sample or a qualitative method (e.g., a risk assessment questionnaire).

B. Components should be mindful when reviewing programs for risk level to continuously be vigilant for instance of potential fraudulent payments or activities within the program under review. Any such instances must be reported to the DoD Inspector General (DoDIG) or the respective Military Service/Defense Agency Office of Inspector General for investigation.

C. At a minimum, Components shall take into account the following risk factors likely to contribute to improper payments, regardless of which method (quantitative or qualitative) is used:

1. Whether the program or activity is new to the Component;

2. The complexity of the program or activity, particularly with respect to the determining correct payment amounts;

3. The volume of annual payments made;

4. Whether payments or payment eligibility decisions are made outside of the Component, for example, by a state or local government, or a regional Federal office;

5. Recent major changes in program funding, authorities, practices, or procedures;

6. The level, experience, and quality of training for personnel responsible for making program eligibility determinations or for certifying that payments are accurate;

7. Inherent risks of improper payments due to the nature or Component programs or operations, such as contingency operations;

8. Significant deficiencies as noted in Component audit reports including, but not limited to, the Component Inspector General, the Government Accountability
Office (GAO), or other relevant management findings that might hinder accurate payment certification;

9. Results from prior improper payment work;

10. If potential fraudulent activity is discovered as part of the systematic review, other program review, or such activity is suspected for any reason, this information should be referred to the appropriate Office of Inspector General as soon as possible; and

11. Government charge card payments and payments to Federal employees are now to be considered as part of Component risk assessments if not already included.

D. When appropriate, Components may leverage other existing processes to help implement this systematic method. For example, if a Component chose to develop and implement an improper payment risk assessment questionnaire, the Component might consider leveraging another existing similar tool, such as an internal control questionnaire.

E. Component management internal control programs should include annual review of the payment computation processes in order to identify weaknesses in internal controls and determine where the potential for error is the greatest. For programs that have been determined to be susceptible to significant improper payments and that are already reporting an estimate—or in the process of establishing an estimate, the measurement and reporting process may replace the separate annual risk assessment. For programs that are deemed to be low risk of significant improper payments, Components must perform risk assessments at least once every three years. However, known or anticipated significant changes in processes or other risk factors may necessitate reestablishing or continuing the risk assessment process. Such activities must be reported to the OUSD(C), A&FP Directorate. Federal standards for internal control are provided in OMB Circular A-123, Management’s Responsibility for Internal Controls, Appendix A. Risk assessment methodology must be documented and retained.

F. Components are now required in accordance with IPERIA and OMB guidance to include government charge cards, as well as all payments to Federal employees as part of their risk assessments.

G. OMB may determine on a case-by-case basis that certain programs that do not meet the threshold requirements may still be subject to the annual AFR reporting requirement for improper payments.

*140402. Establish and Implement a Statistically Valid Sampling Plan

A. Develop a sampling plan and submit to the OUSD(C), A&FP by April 30th for use in the next fiscal year. Components must consult a statistician to ensure the validity of their sample design, sample size, and measurement methodology. Sampling plan revisions must also be submitted. The sampling methodology used must contain the elements, including tables, as outlined in Appendix C, OMB Circular A-123. Component sampling plans
must be signed by its SES accountable official indicating that the plan meets OMB guidance requirements. Note that if a Component chooses to use an alternate sampling methodology, it must submit its request not later than March 31st (vice April 30th) to allow adequate time to submit to OMB for approval.

B. Components with a low volume of transactions may perform 100 percent review of all payments rather than perform random reviews. Document pre- and post-payment review process and submit to the OUSD(C), A&FP by June 30th for use in the next fiscal year.

C. Components may include their pre- and post-payment review processes in their standard operating or desk top procedures, and if included, these must be updated regularly to ensure applicability and currency.

*140403. Review

A. Review a statistically valid sample of pay accounts, vouchers, or claims for each program applicable to the Component that meets the significant improper payment threshold amount and/or outlay percentage. Identify the root causes of improper payments and develop corrective action plans to address the root causes of error. Estimate the amount of improper payments for the total population based on the sample results.

B. IPERIA explicitly prohibits use of self-reporting by recipients of agency payments when estimating improper payments.

C. IPERIA also requires OMB to instruct agencies to give persons or entities producing improper payment estimates access to all necessary payment data, including access to relevant documentation.

D. IPERIA requires agencies to include all improper payments identified in the sample in its annual estimate regardless of whether they have been or are being recovered.

*140404. Reporting Categories for Improper Payments.

A. Table 14-1 presents the required matrix to use when analyzing your improper payments for the root causes that led to the payment errors. The matrix contains two columns, A and B, and 13 categories (rows) based on the reason why the improper payment occurred. Each program shall distribute its total improper payment estimate (based on dollars, not number of occurrences) across the 25 cells in the matrix; please note that not every cell will apply to every program.

B. The amounts placed in the different cells must add up to the total estimates reported in the AFR. Only relevant cells should be completed and these amounts are not subject to the statistical rigor set forth in Section I.A.2., Step 2 of the OMB guidance. In cases where more than one cell might be suitable to any given improper payment category, the Component should determine which cell is most appropriate. For detailed definitions for the new categories, refer to OMB Circular A-123, Appendix C, Section C, Categories for Reporting Improper
Payments. Please note that improper payments resulting from fraud should be reported in the “Other” row, unless they are already reported through a mechanism outside of the annual improper payment process.

C. As part of its review of root causes of improper payments, or while analyzing areas for supplemental measures and targets, Components should be mindful of maintaining a focus on any possible fraudulent activity within the program. Fraudulent payments adversely impact agency outlays, and may be an area that could be better prevented through improved pre-payment reviews or additional safeguards.

1405 REPORTING

*140501. Annual Reporting

A. All reporting Components must report improper payment data annually to OUSD(C), A&FP Directorate for all programs cited in paragraph 140203. A&FP will report the results at Department-wide level in the DoD AFR. In order to meet the AFR reporting schedule, fiscal year-end reporting is accelerated. Component draft annual reports (both written and data portions) must be submitted by the 10th business day in October. Component final reports are due not later than close of business on the final business day of October each year.

B. Annual submissions will be based on disbursements in the fiscal year reported. To facilitate the accelerated reporting schedule for the AFR, fourth quarter data may be estimated based on performance in the first, second, and third quarters. Alternatively, the fourth quarter data from the prior year may be substituted, resulting in a one-quarter lag for annual reporting. Either estimation must be disclosed in the narrative section of the submission. The reporting period cannot extend beyond the previous fiscal year. All annual reporting must encompass 4 quarters or 12-months’ reporting. Any reporting that is not for a full year must be approved by the Deputy Chief Financial Officer (DCFO) a minimum of 180 days before fiscal year end.

C. For consistency, Components must use the same time period for subsequent reporting years, unless a different time period is proposed by the Component, and approved by the DCFO and subsequently, by OMB.

D. The required format is described in OMB Circular A-136, Section II.5.8 IPIA/IPERA/IPERIA Reporting Details, which OMB updates annually. Components’ submissions must follow the exact format prescribed in this Circular.

E. Changes in points of contacts for all reporting Components must be reported to the, OUSD(C) within 10 days of occurrence.

*140502. Annual Reduction Targets

A. All DoD Reporting Components are required to submit out-year reduction targets as part of their annual AFR submission. Refer to Table 1 in OMB Circular A-126, Section II.5.8, to review how and where the out-year targets are shown in the AFR.
B. Improper payment reduction targets for the out-years are due annually in the Reporting Component’s AFR Improper Payment reporting submission.

1. Provide the outlays, percentages, and dollars; for prior year (PY), current year (CY), and three out-years (CY +1, CY + 2, and CY + 3) by program. Provide actual data for prior year; estimate data for the remainder of the current year which will be incomplete at the time reduction targets are required; and estimate data for the out-years.

2. The out-years total payment estimates must match the outlay estimates in the most recent President’s Budget. These reduction targets must be approved by OMB. The required format is described in OMB Circular A-136, Section II, Other Accompanying Information, IPIA/IPERA/IPERIA Reporting Details.

C. DoD Intelligence Community Components will follow the ODNI Fiscal Year Financial Reporting Guidance for Do Not Pay reporting requirements.

140503. Quarterly Reporting

A. Travel Pay

1. In addition to the annual report, all Components that compute travel pay entitlements are required to review and report improper payment data quarterly. The report is cumulative and sorted by quarter. The required data and reporting format for Travel Pay is the same as the annual reporting format. Therefore, the fourth quarter travel report will satisfy the annual requirement.

2. First, second, and third quarter Travel Pay reports are due on the 15th business day after the end of each quarter, unless otherwise notified by A&FP. The fourth quarter travel report must be submitted by the 10th business day in October, unless otherwise notified to meet the AFR reporting schedule.

3. The Defense Finance and Accounting Service (DFAS) is responsible for review and reporting improper payment data for entitlements computed by DTS and the Integrated Automated Travel System for Windows (WinIATS) for the Department of the Army. Other DoD Components are required to review and report all improper payment data for travel pay entitlements computed outside of DTS and Army WinIATS, regardless of whether DFAS is the disbursing entity.

B. High Dollar Overpayments to Individuals and Entities

1. All Components that process payments must identify high dollar overpayments to individuals and entities on a quarterly basis, and report them using the same process as used for annual AFR reporting as described in subparagraph 140501.A. The definition of a high dollar overpayment is contained in paragraph 140202.
2. The various methods that may be used for identifying high dollar overpayments are described in detail in OMB Circular A-123, Appendix C, Part III, include, but are not limited to:

   a. Statistical samples conducted under IPIA/IPERA/IPERIA;
   b. Component post-payment reviews;
   c. Payment recapture (recovery) audits;
   d. Component IG reviews;
   e. Self-reporting;
   f. Reports from the public through internet or telephone hotlines; and
   g. Reports from any other source, such as completed investigations, audits, or management reports.

3. When reporting high dollar overpayments, Components are to include:

   a. Name of entity, if applicable;
   b. City and state of record, or foreign country;
   c. Dollar amount of overpayment;
   d. Amount recaptured as of the date of the report; and
   e. Reason for the overpayment and corrective action taken.

4. Components must fully disclose the depth and breadth of their reviews, including areas that were not reviewed. For these latter areas, justification must be included as to why they were not included in the quarterly review.

   *140504. Do Not Pay (DNP) File Matching Requirement

   A. In accordance with Public Law 112-248, the Improper Payment Elimination and Recovery Improvement Act of 2012 (IPERIA), all disbursing Components are required to transmit payment files for matching to the DNP portal, or to review them in a prepayment status.
B. Transaction matches, or “hits,” that are identified by the disbursing component or to the disbursing Component from the DNP portal, are to be researched timely (not less than weekly) to preclude disbursement, if appropriate.

C. In many cases, commercial payments are not precluded from disbursement as goods have been received or services performed. However, this may not be the case when a “hit” is received based on a file match with the Office of Financial Asset Control. In any event, the information received from the DNP Portal is to be provided to the appropriate office (disbursement or contracting) to inform both current and future decision-making in these cases.

D. Not all hits are conclusive; therefore, if the Component continues to receive probable or potential hits that are not improper payments, the Component must request the DNP Relationship Manager to “white board” these payments to preclude having to re-review for no reason. At that point, only conclusive hits should be reviewed, and, only Components utilizing Treasury’s Payment Application Modernization (PAM) file format are required to review non-conclusive file matches on a continuing basis.

E. Components must report their DNP data as shown in Table 6, in Section II.5.8, OMB Circular A-136, (included herein as Table 14-1) as part of the AFR.
Table 14-1 Matrix of Improper Payment Categories ($ in millions)

<table>
<thead>
<tr>
<th>Reason for Improper Payment</th>
<th>A Overpayments</th>
<th>B Underpayments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Program Design or Structural Issue</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Inability to Authenticate Eligibility</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Failure to verify: Death Data</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Financial Data</td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Excluded Party Data</td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Prisoner Data</td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Other Eligibility Data</td>
<td></td>
<td>7</td>
</tr>
<tr>
<td>(Must explain if Other)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administrative or Process Error Made by:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Federal Agency</td>
<td></td>
<td>8</td>
</tr>
<tr>
<td>State or Local Agency</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Other Party</td>
<td></td>
<td>10</td>
</tr>
<tr>
<td>(Must explain if Other)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medical Necessity</td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Insufficient Documentation to Determine</td>
<td></td>
<td>Not Applicable</td>
</tr>
<tr>
<td>Other Reason (must explain)</td>
<td></td>
<td>12</td>
</tr>
</tbody>
</table>

Columns A and B include two categories based on the type of improper payment, and rows 1 through 13 include the categories based on the reason why the improper payment was made. The matrix has a total of 25 cells (i.e., coordinates A1 through B13, where B12 is not to be used, as indicated by the 'X' in cell 25, B12 in the matrix). Each program shall distribute its total improper payment estimate (which is based on dollars, as opposed to number of occurrences) across the 25 cells in the matrix—with the understanding, of course, that not every cell will apply to every program. Please see OMB Circular A-123 Appendix C Part 1.C.1, page 26, for more detailed information related to completing the matrix.
VOLUME 4, CHAPTER 15: “NET POSITION”

SUMMARY OF MAJOR CHANGES

All changes are 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 January 2012 is archived.

<table>
<thead>
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<tbody>
<tr>
<td>All</td>
<td>Updated general ledger account references in agreement with the United States Standard General Ledger (USSGL) expansion to six digit account format.</td>
<td>Revision</td>
</tr>
<tr>
<td>1501</td>
<td>Revised section according to the Department of Defense Financial Management Regulation Standard Operating Procedures to include an Authoritative Guidance paragraph.</td>
<td>Revision</td>
</tr>
<tr>
<td>150202</td>
<td>Removed reference to Earmarked Funds and replaced with Funds from Dedicated Collections per Statement of Federal Financial Standards (SFFAS) 43, “Dedicated Collections: Amending SFFAS 27, Identifying and Reporting Earmarked Funds.”</td>
<td>Revision</td>
</tr>
<tr>
<td>150205</td>
<td>Added USSGL account 310500 to listing of accounts in the 310000 series and renumbered subsequent subparagraphs.</td>
<td>Addition</td>
</tr>
<tr>
<td>150401</td>
<td>Changed reference from Earmarked Funds to Funds from Dedicated Collections and added reference to SFFAS 43.</td>
<td>Revision</td>
</tr>
<tr>
<td>150402</td>
<td>Changed reference from Earmarked Funds to Funds from Dedicated Collections and added reference to SFFAS 43.</td>
<td>Revision</td>
</tr>
<tr>
<td>1505</td>
<td>Updated account names to current USSGL account titles and revised reference from the USSGL to the Standard Financial Information Structure (SFIS) Transaction Library.</td>
<td>Revision</td>
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CHAPTER 15

NET POSITION

1501  GENERAL

*150101.  Overview

Net Position or its equivalent, Net Assets, is the arithmetic difference between the total assets and total liabilities recognized in the Federal Government’s or a component entity’s Balance Sheet. Net Position may be positive (assets greater than liabilities) or negative (assets less than liabilities). Net Position accounts represent the net investment of the United States (U.S.) Government in the Department of Defense (DoD) or to the reporting entities of the DoD. As such, for the DoD agency-wide statements, it includes all operations of DoD activities, including General Funds, Working Capital Funds, and Special and Trust funds. The general policy to account for the Net Position of the U.S. Government in DoD is contained in this chapter. Posting entries for the Net Position accounts can be found at Standard Financial Information Structure (SFIS) Transaction Library.

*150102.  Purpose

This chapter provides descriptions of the United States Standard General Ledger (USSGL) accounts that comprise Net Position on the Balance Sheet and the Statement of Changes in Net Position financial statements. It also outlines the reporting of prior period adjustments on the financial statements.

*150103.  Authoritative Guidance

Guidance for this chapter is primarily located in the Treasury Financial Manual (TFM) issued annually by the USSGL Board found on the USSGL website. Guidance for reporting of prior year adjustments is also found in the Office of Management and Budget (OMB) Circular A-136, “Financial Reporting Requirements.”

1502  STANDARD GENERAL LEDGER ACCOUNTS FOR NET POSITION

150201.  Unexpended Appropriations – Cumulative, Account Number 310000

This account reports the amount of unexpended appropriations after fiscal year end closing. The balance in this account remains the same during the fiscal year. Activity to increase or decrease unexpended appropriations is reflected in other USSGL accounts in the 310000 series. At year end, the nominal USSGL accounts in the 310000 series are closed to this USSGL account, including Special and Trust funds that receive appropriations from the General Fund of the Treasury. See SFIS (Transactions F300.XXX-F499.XXX) for year end closing entries. USSGL transaction F342.XXX must be used to record the closing of fiscal year activity
to unexpended appropriations. During the fiscal year, the net of debit and credit balances in the 310000 series accounts reflects the total remaining balance of unused appropriations. Special and Trust funds that receive appropriations from the General Fund of the Treasury are to use this account.

150202. Unexpended Appropriations – Appropriations Received, Account Number 310100

This account reports the amount of new appropriations received during the fiscal year. Special and Trust funds do not use this USSGL account to record Funds from Dedicated Collections. However, Special and Trust funds that receive appropriations from the General Fund of the Treasury are to use this account.

150203. Unexpended Appropriations - Transfers-In, Account Number 310200

This account reports the amount of unexpended appropriations, from current or prior years, transferred in during the fiscal year. Special and Trust funds that receive appropriations from the General Fund of the Treasury are to use this account for transfers of unexpended appropriations.

150204. Unexpended Appropriations - Transfers-Out, Account Number 310300

This account reports the amount of unexpended appropriations, from current or prior years, transferred out during the fiscal year. Special and Trust funds that receive appropriations from the General Fund of the Treasury are to use this account for transfers of unexpended appropriations.

*150205. Unexpended Appropriations - Prior Period Adjustments Due to Corrections of Errors - Years Preceding the Prior Year, Account Number 310500

This account reports the amount of net increase or decrease to unexpended appropriations due to errors in years preceding the prior year’s financial statements that resulted from misuse of facts that existed at the time the financial statements were prepared. This account is only to be used when comparative financial statements are being presented. Although the normal balance for this account is debit, it is acceptable in certain instances for this account to have a credit balance.

150206. Unexpended Appropriations – Adjustments, Account Number 310600

This account reports the amount of adjustments during the fiscal year to unexpended appropriations from current or prior years. Examples of adjustments include rescissions, capital transfers, and cancellation of expired appropriations. Although the normal balance for this account is credit, it is acceptable in certain instances for this account to have a debit balance.
150207. Unexpended Appropriations – Used, Account Number 310700

This account reports the amount of reduction during the fiscal year to unexpended appropriations from current or prior years that is paired with USSGL account 570000, “Expended Appropriations,” when goods and services are received or benefits provided. Special and Trust funds that receive appropriations from the General Fund of the Treasury are to use this account.

150208. Unexpended Appropriations - Prior-Period Adjustments Due to Corrections of Errors, Account Number 310800

This account reports the amount of net increase or decrease to unexpended appropriations due to errors in prior period financial statements that resulted from mathematical mistakes, mistakes in the application of accounting principles, or oversight or misuse of facts that existed at the time the financial statements were prepared. (See SFIS account transaction D-304.001, in the SFIS Transaction Library.) Although the normal balance for this account is debit, it is acceptable in certain instances for this account to have a credit balance.

150209. Unexpended Appropriations - Prior-Period Adjustments Due to Changes in Accounting Principles, Account Number 310900

This account reports the amount of net increase or decrease to unexpended appropriations from a prior period due to a change from one generally accepted accounting principle to another one that can be justified as preferable or the adoption of a new Federal Accounting Standards Advisory Board (FASAB) standard. (See SFIS account transaction D-302.001, in the SFIS Transaction Library.) Although the normal balance for this account is debit, it is acceptable in certain instances for this account to have a credit balance.

150210. Cumulative Results of Operations, Account Number 331000

This account reports the net difference since the inception of the activity between (1) expenses and losses, and (2) financing sources including appropriations, revenues, and gains. Although the normal balance for this account is credit, it is acceptable in certain instances for this account to have a debit balance. The account is increased by revenues and the value of assets transferred in and reduced by expenses requiring current resources, expenses not requiring current resources, expenses recorded that are not currently funded and transfers out.

1503 ACCOUNTING POLICY FOR NET POSITION

150301. Activities Financed By Appropriations

Activities whose operations are financed by appropriations must show the results of their operations as reductions to the Unexpended Appropriations account on a transaction basis and as changes in the Cumulative Results of Operations account with respect to the equity effect of
transactions. The Unexpended Appropriations account is increased for the receipt of appropriations or other appropriation like resources and reduced for amounts expended for assets or operating expenses, and any appropriation withdrawals.

150302. Activities Financed by Revenues

Activities whose operations are financed by revenues, generally defined as exchange revenue, must have their results of operations reflected as increases or decreases to the Cumulative Results of Operations account, which will include transfers in of assets, which are recognized as financing sources. Appropriations received for a specific funding purpose will be accounted for in the Unexpended Appropriations account until used as a financing source.

1504 RECOGNITION IN FINANCIAL STATEMENTS

The Components entity’s Net Position are Unexpended Appropriations and Cumulative Results of Operations and each must be shown in the consolidated Balance Sheet and Statement of Changes in Net Position. See Volume 6B, “Form and Content of DoD Audited Financial Statements.”

*150401. Unexpended Appropriations


*150402. Cumulative Results of Operations

This amount represents the net results of operations since inception plus the cumulative amount of prior period adjustments. This includes the cumulative amount of donations and transfers of assets in and out without reimbursement. Cumulative results of operations attributable to Funds from Dedicated Collections, if material, must be shown separately on the face of the Balance Sheet, in accordance with the provisions of SFFAS 27, SFFAS 43, and OMB Circular A-136.

*1505 ACCOUNTING FOR NET POSITION

Transactions affecting net position frequently require a compound entry; that is, entries must be made in both the proprietary (asset, liability, revenue, expense, and equity) and the budgetary accounts. Entries to the proprietary accounts normally require compound entries to budgetary accounts in the 400000 series of accounts. See SFIS Transaction Library for the listing of the transaction postings to the 300000 series accounts. Entries that affect direct program Undelivered and Delivered Orders, Paid and Unpaid must also include postings to Appropriations Used and Unexpended Appropriations.
1506  CORRECTION OF AN ERROR OR A CHANGE IN ACCOUNTING PRINCIPLE

150601. Errors in Financial Statements

Errors in financial statements result from mathematical mistakes, mistakes in the application of accounting principles, or oversight or misuse of facts that existed at the time the financial statements were prepared. When errors are discovered after the issuance of financial statements, and if the financial statements would be materially misstated absent correction of the errors, corrections should be made as follows:

A. If only the current period statements are presented, then the cumulative effect of correcting the error should be reported as a prior period adjustment. The adjustment should be made to the beginning balance of cumulative results of operations, in the Statement of Changes in Net Position.

B. If comparative financial statements are presented an error should be corrected in the earliest effected period presented by correcting any individual amounts on the financial statements. If the earliest period presented is not the period in which the error occurred and the cumulative effect is attributable to prior periods, then the cumulative effect should be reported as a prior period adjustment. The adjustment should be made to the beginning balance of cumulative results of operations, in the Statement of Changes in Net Position for the earliest period presented.

C. The nature of an error in previously issued financial statements and the effect of its correction on relevant balances should be disclosed. Financial statements of subsequent periods need not repeat the disclosures.

D. Prior period financial statements should only be restated for corrections of errors that would have caused any statements presented to be materially misstated. See SFFAS 21, “Reporting Correction of Errors and Changes in Accounting Principles” for additional guidance.

150602. Changes in Accounting Principles

A change in accounting principle is a change from one generally accepted accounting principle to another one that can be justified as preferable. Changes in accounting principles also include those occasioned by the adoption of new federal financial accounting standards. Unless otherwise specified in the transition instructions section of a new FASAB standard, for all changes in accounting principles that would have resulted in a change to prior period financial statements:

A. The cumulative effect of the change on prior periods should be reported as a “change in accounting principle.” The adjustment should be made to the beginning balance of cumulative results of operations in the Statement of Changes in Net Position for the period that the change is made.
B. Prior period financial statements presented for comparative purposes should be presented as previously reported.

C. The nature of the changes in accounting principle and its effect on relevant balances should be disclosed in the current period. Financial statements of subsequent periods need not repeat the disclosure. See SFFAS 21 for additional guidance.
VOLUME 4, CHAPTER 16: “REVENUE, OTHER FINANCING SOURCES, GAINS AND LOSSES”

SUMMARY OF MAJOR CHANGES

All changes are denoted by blue font.

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<td>1601</td>
<td>Revised “General” section to comply with the Department of Defense (DoD) Financial Management Regulation Revision Standard Operating Procedures dated June 2015.</td>
<td>Revision</td>
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<tr>
<td>160202.D</td>
<td>Added clarification that Nonappropriated Fund Activities are non-federal activities.</td>
<td>Addition</td>
</tr>
<tr>
<td>160203.C.6</td>
<td>Added clarification that Nonappropriated Fund Activities are non-federal activities.</td>
<td>Addition</td>
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<tr>
<td>160302</td>
<td>Added “Fund Balance with Treasury Under a Continuing Resolution” as an account to be used before an apportionment is warranted.</td>
<td>Addition</td>
</tr>
<tr>
<td>160305</td>
<td>Added recognition of multi-use heritage assets at fair market value.</td>
<td>Revision</td>
</tr>
<tr>
<td>160306</td>
<td>Added the reclassification of excess, obsolete, or unserviceable inventory will usually result in a loss.</td>
<td>Addition</td>
</tr>
<tr>
<td>160401</td>
<td>Updated revenue recognition policy to agree with DoD Manual 4140.01.</td>
<td>Addition</td>
</tr>
<tr>
<td>160402.A &amp; C</td>
<td>Added caveat that customer orders from non-federal entities do not become budgetary resources until collected.</td>
<td>Addition</td>
</tr>
<tr>
<td>160402.B &amp; D</td>
<td>Added caveat that general ledger accounts 510900 and 520900 are not to be used for credit losses.</td>
<td>Addition</td>
</tr>
<tr>
<td>160403. F</td>
<td>Added Administrative Fee Revenue to nonexchange revenue accounts.</td>
<td>Addition</td>
</tr>
<tr>
<td>160404</td>
<td>Revised definition of Other Financing Sources to correspond with that in Statement of Federal Accounting Standards 7, “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting.”</td>
<td>Revision</td>
</tr>
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CHAPTER 16

REVENUE AND OTHER FINANCING SOURCES, GAINS, AND LOSSES

*1601 GENERAL

160101. Purpose

This chapter describes the accounting principles and concepts that the Department of Defense (DoD) Components must follow to account for revenues, other financing sources, gains, and losses. Expenses are discussed in Chapter 17. Losses are discussed in both this chapter and Chapter 17 because the same type of transaction sometimes results in a gain and at other times a loss, e.g., disposition of real property at a price above or below the book value. The “Table of Transactions” in Appendix A assists in classifying exchange and nonexchange revenues, other financing sources, and gains and losses. Also see Volume 6B for information about how to report revenue on the financial statements.

160102. Authoritative Guidance


1602 REVENUE

160201. Sources of Revenue

Within the DoD, revenues are amounts earned as a result of normal operations while gains or losses relate to other transactions. Revenues result from the sale of, or reimbursement for, goods and services provided to DoD activities, other Federal Government agencies and the public. Revenue is an inflow of resources that results in an increase of assets, a decrease in liabilities (or a combination of both), and an increase in Net Position during a reporting period. Decreases in Liabilities for Advances and Prepayment after delivery of goods or services are examples of how decreases in liabilities impact revenue.

A. The distinction between revenues and gains or losses is whether the transaction is usual or recurring. Revenues are recorded at gross amount while gains are shown net of related costs.

B. Revenue comes from two sources: exchange transactions and nonexchange transactions.
C. Exchange revenues must be recognized when something of value is provided to another government entity or to the public.

D. Exchange revenue must be posted at the actual price that is received or receivable under the established pricing arrangement.

E. Nonexchange revenues are inflows of resources that the government demands or receives by donation.

F. Refunds received are recoveries of overpayments and, as such, are not revenue. Refunds can result from errors in paying invoices or items returned to vendor.

160202. Special Revenue Situations

A. When appropriated funds are used to furnish goods and services on a reimbursable basis, the appropriated fund must have specific legal authority to retain the collections. Otherwise, the funds collected must be transferred to a miscellaneous receipt account. The expenses incurred in providing the goods or service must be recorded in the appropriate expense accounts and must not be reduced, even though the collection is deposited to miscellaneous receipts. See Volume 11A, Chapter 1 for additional information about reimbursements.

B. Revenue must be recorded in the financial records, collected promptly, and deposited in the appropriate Treasury account. Amounts received in advance of performance, however, must be accounted for as Liability for Advances and Prepayments until performance is accomplished in accordance with Chapter 12.

C. When revenues are generated by providing goods and services, the cost of the goods and services provided must be recorded as a cost of goods sold. Use of the cost of goods sold account is discussed in Chapter 17.

* D. Revenues from Nonappropriated Funds Activities must be accounted for in accordance with Volume 13, Chapter 5. Nonappropriated Fund Activities are not included in federal financial statements and are considered as non-federal activities for budgetary and proprietary accounting purposes. They follow accounting standards promulgated by the Financial Accounting Standards Board rather than Federal Accounting Standards Advisory Board.

160203. Exchange Revenue

A. Exchange revenues are inflows of resources to a governmental entity that the entity has earned. They arise from transactions that occur when each party to the transaction sacrifices value and receives value in return. Exchange revenue includes most user charges other than taxes. Exchange transactions also include those intragovernmental transactions where the price serves as a full or partial reimbursement for the costs incurred.
B. Revenue from exchange transactions must be recognized at the time goods or services are provided to the public or another government entity for a price.

C. Revenue from specific types of exchange transactions must be recognized as follows:

1. When services are provided to the public or another government entity (except for specific services performed to order under a contract), revenue must be recognized when the services are performed.

2. When goods are made to order under a contract (either short or long term), or specific services are performed under a contract (either short or long term), revenue must be recognized monthly in proportion to estimated total cost when goods and services are acquired to fulfill the contract. The amount of revenue to recognize is based on the ratio of the costs incurred to date to the total estimated costs of completing the contract. If a loss is probable (more likely than not), revenue must continue to be recognized in proportion to the estimated total cost and costs must continue to be recognized when goods and services are acquired to fulfill the contract. Thus, the loss must be recognized in proportion to total cost over the life of the contract.

3. When goods are kept in inventory and are available for sale to customers when ordered, revenue must be recognized when the goods are issued to the customer.

4. When services are rendered continuously over time or the right to use an asset extends continuously over time, such as the use of borrowed money or the rental space in a building, the revenue must be recognized in proportion to the passage of time or the use of the asset.

5. When an asset other than inventory is sold, any gain (or loss) must be recognized when the asset is delivered to the purchaser.

* 6. Revenue received from Nonappropriated funds is accounted for as non-federal revenue from transactions with the public. Nonappropriated funds are not included in federal financial statements.

D. The source of balances for some trust funds and special funds may not be predominantly nonexchange revenue, and the source of balances for working capital funds and trust revolving funds may not be predominantly exchange revenue. For example, the main source of balances for two major trust funds, the Civil Service Retirement and Disability Fund and the DoD Military Retirement Trust Fund, consists of exchange revenue and other financing sources. In such exceptional cases, the interest must be classified in the same way as the predominant source of funds, as exchange revenue. See SFFAS 7, paragraphs 154-160 for more information.
160204. Nonexchange Revenue

A. Nonexchange revenues include income taxes, excise taxes, duties, fines, penalties, and other inflows of resources arising from the Government’s power to demand payments, as well as voluntary donations. Nonexchange revenue must be recognized when a reporting entity establishes a specifically identifiable, legally enforceable claim to cash or other assets. It is recognized to the extent that the collection is probable (i.e., more likely than not) and the amount is measurable (i.e., reasonably estimable).

B. Nonexchange revenue should be measured by the collecting entities, but should be recognized by the entities legally entitled to the revenue (the recipient entities). SFFAS 7, paragraphs 48 through 63 describe the application of this general standard.

1603 OTHER FINANCING SOURCES

160301. Other Financing Sources

The term “revenue” does not encompass all financing sources of government reporting entities, such as most of the appropriations they receive. These other financing sources do, however, provide resource inflows to government reporting entities, although not to the government as a whole. Other sources of financing include appropriations used, transfers of assets from other government entities, and imputed financing with respect to any cost subsidies.

*160302. Appropriations

Until used, appropriations are not a financing source. They must be recognized in capital as “unexpended appropriations” (and among assets as “Fund Balance with Treasury” or “Fund Balance with Treasury Under a Continuing Resolution”) when made available for apportionment, even if a Treasury Warrant has not yet been received, or the amount has not been fully apportioned. Unexpended appropriations must be reduced for appropriations used and adjusted for other changes in budgetary resources, such as certain types of rescissions and transfers. The net increase or decrease in unexpended appropriations for the period must be recognized as a change in net position of the entity. When used, appropriations must be recognized as a financing source in determining net results of operations. Appropriations are used in operations when goods and services are received or benefits and grants are provided. Goods and services (including amounts capitalized) are considered received when a liability is established. Benefits are considered to be provided when the related liability is established. Grants are considered to be provided when grantees meet the requirements that allow them to use the grant funds.

160303. Imputed Financing

Government entities often receive goods and services from other government entities without reimbursing the providing entity for all the related costs. In addition, government entities often incur costs such as pensions, which are paid in total or in part by other entities. These goods and services constitute subsidized costs to be recognized by the receiving entity to
the extent required by other accounting standards. An imputed financing source must be recognized equal to the imputed cost. This offsets any effect of imputed cost on net results of operations for the period. Within the DoD, imputed costs can include military personnel costs, pensions, other retirement benefits, other postemployment benefits, costs unreimbursed by tenants of real property, and environmental cleanup costs not reimbursed to the entity administering the fund when the administering fund is outside the DoD reporting entity.

160304. Transfers

An intragovernmental transfer of cash or of a capitalized asset without reimbursement changes the resources available to both the receiving entity and the transferring entity. The receiving entity must recognize a transfer-in as an additional financing source in its result of operations for the period. Similarly, the transferring entity must recognize the transfer-out as a decrease in its result of operations. The value recorded must be the transferring entity’s book value of the asset. If the receiving entity does not know the book value, the asset must be recorded at its estimated fair market value as of the date of transfer. See Appendix A for more information on property, plant, and equipment (PP&E) transfers.

*160305. Donations

Donations are contributions to the government, i.e., voluntary gifts of resources to a government entity by a non-federal entity. Donations may be financial resources, such as cash or securities, or non-financial resources such as land or buildings. Revenue arising from donations must be recognized for those inflows of resources that meet recognition criteria for assets and must be measured at the estimated fair market value of the contribution. In cases of the donation of assets classified as heritage assets or stewardship land, no amount is recognized because such PP&E would have been expensed when purchased. Multi-use heritage assets should be recognized at fair market value, similar to general PP&E. See Chapter 6 and Appendix A for additional information about real property donations and PP&E.

*160306. Gains or Losses

When a transaction occurs with the public or another government entity for a price which is unusual or nonrecurring, a gain or loss must be recognized rather than revenue or expense so as to differentiate such transactions. Gains or losses result from the sale, exchange, trade or disposition of government assets, with the exception of inventory held for sale. The reclassification of excess, obsolete, or unserviceable inventory will generally result in a loss when revalued because the value is now less than the acquisition or moving average cost of the item. The amount of revaluation is recognized as a loss or gain in determining the net cost of operations. As a rule, any difference between the sales proceeds at more or less than the book value of an asset is recognized as a gain or loss when the asset is sold. This general rule applies to the sale of PP&E, receivables, investments, and other assets where the selling entity is entitled to retain the proceeds of the sale. In addition, the distinction between revenues and gains or losses is a matter of classification in the general ledger accounts and their presentation in financial statements. Revenues are commonly reported at their gross amount while gains or losses are shown net of related book value.
1604 ACCOUNTING FOR REVENUES, OTHER FINANCING SOURCES, DONATIONS, TRANSFERS, AND GAINS AND LOSSES

160401. Transaction Library

The DoD SFIS Transaction Library is the transaction library for recording business events for revenue and other financing sources within the DoD. Also see Volume 1, Chapter 7. Additional information about how to classify transactions is available in SFFAS 7 and Appendix A. The following series of accounts are the primary USSGL accounts used to record revenue, other financing sources transaction, donations, transfers, and gains and losses. Specific account definitions for all USSGL accounts and subaccounts are included in the DoD Standard Chart of Accounts.

*160402. Exchange Revenue Accounts

A. Revenue From Goods Sold (510000). Use this account to record exchange revenue earned from the sale of purchased or finished goods processed for sale or use under a program of trading or manufacturing. When goods are kept in inventory so that they are available to customers when ordered, revenue must be recognized in the same accounting period that the goods are delivered to the customer, or in the case of Defense Working Capital Fund (DWCF) when the ordered goods are placed into an in-transit status, (consistent with Fee On Board Shipping Point revenue recognition). Performers (DoD activities providing goods and/or services at cost) include the DWCF activities, working capital funds within the Military Departments, working capital funds within the “Other Defense Organizations,” and construction agents, such as the United States (U.S.) Army Corps of Engineers. Customers include any DoD Component, organization, office or other element; non-DoD Federal Government agencies; others officially representing the Federal Government; and members of the public (as specified by law). Federal customer orders (funded requests for goods and services) provide budgetary resources to finance reimbursable operations; consequently, customer orders must be obligations of a Federal Government activity unless otherwise specified by law. Customer orders from non-federal entities do not become budgetary resources until collected. Customer orders from Nonappropriated Funds are accounted for as orders from non-federal entities.

B. Contra Revenue for Goods Sold (510900). Use this account to offset revenue for goods sold when collection of accrued revenue is not expected. Record amounts based on adjustments, returns, allowances, price redetermination, and refunds other than taxes where revenue is earned, but does not include credit losses.

C. Revenue From Services Provided (520000). This account is used to record exchange revenue earned from the sale of services provided, including sale of power and transportation. Most often associated with revenue earned by working capital funds, revenue posted to this account is generally recorded at the point of sale. When services are provided to the public or another government entity, revenue must be recognized in the same accounting period that the services are performed. Service providers include DWCF activities, working capital funds within the Military Department, working capital funds within the “Other Defense Organizations,” the U.S. Army Corps of Engineers, and appropriation funded activities.
Customers of the Department include any DoD Component, organization, office or other element; non-DoD Federal Government agencies and others officially representing the Federal Government; and members of the public (as specified by law). Federal customer orders (funded requests for goods and services) provide budgetary resources to finance reimbursable operations; consequently, customer orders must be obligations of a Federal Government activity unless otherwise specified by law. Customer orders from non-federal entities do not become budgetary resources until collected. Customer orders from Nonappropriated Funds are accounted for as orders from non-federal entities.

D. **Contra Revenue for Services Provided (520900).** Use this account to offset revenue for services provided when collection of accrued revenue is not expected. Record amounts based on adjustments, returns, allowances, price redetermination, and refunds other than taxes where revenue is earned, but does not include credit losses.

E. **Interest Revenue - Other (531000).** This account is used to record revenue earned from interest not associated with investments or borrowings/loans. Depending on the source of the funds, this revenue can be exchange or nonexchange revenue. For example, revenue resulting from interest charges on delinquent receivables is considered exchange revenue (refer to Chapter 3, Annex 1). For interest revenue transactions not related to investments, consult the SFIS Transaction Library.

F. **Interest Revenue - Investments (531100).** This account is used to record investment interest revenue. Depending on the source of the funds used to make an investment, the revenue can be exchange or nonexchange revenue. For example, invested balances for the Civil Service Retirement and Disability Fund and DoD Military Retirement Trust Fund are predominantly derived from exchange revenue and other financing sources and the interest earned on those balances must be classified as exchange revenue.

G. **Contra Revenue for Interest Revenue - Investments (531800).** Record a reduction in revenue for interest accrued on investments when realization is not expected.

H. **Contra Revenue for Interest Revenue - Other (531900).** Record a reduction in other revenue for interest accrued not associated with investments or borrowings/loans when realization is not expected. Amounts recorded are based on abatements, adjustments, returns, allowances, or price redeterminations.

I. **Administrative Fees Revenue (532500).** Record revenue from administrative fees to this account including revenue from administrative fees associated with collections on delinquent accounts (refer to Chapter 3, Annex 1).

J. **Contra Revenue for Administrative Fees (532900).** Record a reduction in revenue for administrative fees when realization is not expected as defined in SFFAS 7, paragraph 41.
K. **Benefit Program Revenue (540000)**. Revenue received by agencies administering retirement plans, insurance plans, and other annuity programs are recorded to this account. Employees of the Federal Government provide service to their employer in exchange for compensation, of which some is received currently (the salary); and some is deferred (pensions, retirement health benefits, and other retirement benefits). The financing of these benefits includes contributions paid by the employer entity to the retirement fund and is an inflow of resources to the retirement fund as part of this exchange transaction. It is a payment by the employer in exchange for the future provision of a pension or other retirement benefit to its employees. Therefore, it is exchange revenue of the entity that administers the retirement plan and, thus, is an offset to that entity’s gross cost in calculating its net cost of operations.

L. **Contra Revenue for Benefit Program Revenue (540900)**. Record a reduction in revenue for a benefit program based on adjustments as stipulated by law not including credit losses.

M. **Insurance and Guarantee Premium Revenue (550000)**. Revenue earned from insurance and guaranteed premiums. The premiums are recorded as exchange revenue in this account and any interest earned on investments made with premium revenue is therefore exchange revenue recorded to Account 531100.

N. **Contra Revenue for Insurance and Guarantee Premium Revenue (550900)**. Record a reduction in revenue for an insurance and guarantee premium based on adjustments stipulated by law not including credit losses.

O. **Other Revenue (590000)**. Use this account to record the amount of revenue received but not otherwise classified. For example, funds received for administering international and other agreements when the U.S. Government is reimbursed represent Other Revenue. Other uses of this account include the sale of stockpile materials or the cancellation of a receivable for a reimbursable activity.

P. **Contra Revenue for Other Revenue (590900)**. Record a reduction in revenue recorded in account 590000 when realization is not expected to this account. Amounts recorded are based on adjustments, returns, allowances, price redetermination, and refunds other than taxes. Credit losses on other nonexchange revenue also are recorded in this account.

*160403. Nonexchange Revenue Accounts

A. Nonexchange revenues that can be retained by the collecting entity in accordance with permanent provisions of law or through the authorization and/or appropriations process are not matched with costs because they are not earned in the operations process. Because they are inflows that finance operations, nonexchange revenues must be classified and recognized only in determining the overall financial results of operations for the period. See Volume 6B, Chapter 6, for information about how to report nonexchange revenue in the notes to the financial statements. Collections not authorized by law for retention and used as appropriation reimbursements may be considered exchange or nonexchange revenue and must be deposited to the General Fund of the Treasury as miscellaneous receipts.
B. **Interest Revenue - Other (531000).** This account is used to record revenue earned from interest not associated with investments or borrowings/loans. Depending on the source of the funds used to make the investment, the revenue can be exchange or nonexchange revenue. For example, interest revenue resulting from the Military Housing Privatization Program is considered nonexchange revenue. For interest revenue transactions not related to investments, consult the SFIS Transaction Library.

C. **Interest Revenue - Investments (531100).** This account is used to record investment interest revenue. Depending on the source of the funds used to make the investment, the revenue can be exchange or nonexchange revenue. Interest on securities held by trust and special funds (except trust revolving funds) is often nonexchange revenue because the investment is made with funds derived from the government’s sovereign authority. The key is the source of the funds used to make the investment, i.e., exchange or nonexchange. For example, invested balances for the U.S. Army Corps of Engineers’ Harbor Maintenance Trust Fund are predominantly derived from nonexchange revenue and the interest earned on those balances must be classified as nonexchange revenue.

D. **Penalties and Fines Revenue (532000).** Record revenue derived from penalties and fines to this account. Penalties and fines revenue should be reported as a non-entity custodial activity in accordance with SFFAS 7, paragraphs 260 and 262. The custodial activity will be presented at net value on the Balance Sheet along with a corresponding amount recorded as a custodial liability. Collection and disposition of custodial revenue to the General Fund Receipt Account will not impact the Net Position of the collecting entity. Refer to Volume 6B, for additional information on reporting of custodial revenue. Refer to Chapter 3, Annex 1, for more information about penalties and administrative charges.

E. **Contra Revenue for Penalties and Fines (532400).** Record an amount reflecting a reduction in revenue for penalties and fines when realization is not expected as defined in SFFAS 7, paragraph 41.

* F. **Administrative Fee Revenue (532500).** This account is used to record revenue associated with administrative fees assessed on delinquent receivables. Refer to Volume 4, Chapter 3, Annex 1, for more information about penalties and administrative charges.

G. **Donated Revenue - Financial Resources (560000).** Record the donation of financial resources to a Federal Government entity from a non-federal source, for example, cash or securities. Donations should be measured at the estimated market value of the contribution.

H. **Contra Revenue for Donations - Financial Resources (560900).** Record an amount reflecting a reduction in revenue for donated financial resources that are returned.

I. **Donated Revenue - Nonfinancial Resources (561000).** Record the donation of nonfinancial resources to a Federal Government entity from a non-federal source, for example, land or buildings. Nonfinancial donations are calculated on the estimated fair market value at the time of the donation.
I. Contra Donated Revenue - Nonfinancial Resources (561900). Record an amount reflecting a reduction in revenue for donated nonfinancial resources that are returned.

*160404. Other Financing Sources

Financing sources, other than exchange and nonexchange revenues, that provide inflows of resources that increase results of operations during the reporting period include expended appropriations, transfers of assets from other government entities, and financing imputed with respect to any cost subsidies. Financing outflows may result from transfers of an entity’s assets to other Government entities or from exchange revenues earned by the entity that must be transferred to the general fund or another government entity.

A. Expended Appropriations (570000). This account is used to record the amount of appropriations used during the fiscal year when goods and services are received or benefits are provided. Special and trust funds that receive appropriations from the General Fund of the Treasury must use this account.

B. Transfer Accounts (572000 and 573000). These accounts are used to record the transfers of capitalized assets between DoD Components without the receipt of a direct appropriation or transfer document from the Office of Management and Budget (OMB). These accounts are not to be used to transfer Fund Balance with Treasury.

1. Financing Sources Transferred In Without Reimbursement (572000). The amount determined to increase the financing source of a reporting entity that occurs as a result of an asset being transferred in. If the transfer is general PP&E, the amount of the asset is recorded at the book value of the transferring entity. However, if the asset is classified as stewardship PP&E in its entirety by both the transferring entity and the recipient entity, the transfer does not affect the net cost of operation or net position of either entity; therefore, it is not revenue, a gain or loss, or other financing source.

2. Financing Sources Transferred Out Without Reimbursement (573000). This account is used to record the amount determined to decrease the financing source of a reporting entity that occurs as a result of an asset being transferred out. The amount of the asset is recorded at book value as of the transfer date. If the asset is general PP&E for the transferring entity but stewardship for the recipient entity, it is recognized as a transfer-out (a negative other financing source) of capitalized assets by the transferring entity.

C. Other Transfer Accounts. Transfers reduce budgetary resources (budget authority and unobligated balances) in one account and increase them in another. Refer to the OMB Circular A-11, “Preparation and Submission of the Budget,” Section 20.4(j)), for guidance on the budgetary impact of transfers.

1. Appropriated Dedicated Collections Transferred In (574000). Record the amount in the expenditure account of dedicated collections appropriated via warrant from an unavailable receipt account. Transactions using this account will have a budgetary impact.
2. ** Appropriated Dedicated Collections Transferred Out (574500).** These accounts are used to record the amount in the unavailable receipt account of dedicated receipts appropriated, via warrant, to an expenditure account.

3. **Expenditure Financing Sources - Transfers-In (575000).** Record the amount of financing sources of a federal entity representing funds transferred in, or to be transferred in, occurring as a result of a nonexchange expenditure transfer-in from a trust or federal fund. Transactions using this account will have a budgetary impact.

4. **Nonexpenditure Financing Sources - Transfers-In - Other (575500).** This account is used to record the amount of financing sources of a reporting federal entity representing funds transferred in, or to be transferred in, occurring as a result of a nonexchange, nonexpenditure transfer-in between two trust funds or two federal funds where a credit to unexpended appropriations is not valid. This account excludes nonexpenditure transfers classified as capital transfers. Transactions using this account will have a budgetary impact.

5. **Expenditure Financing Sources - Transfers-Out (576000).** Record the amount of financing sources of a reporting federal entity representing funds transferred out, or to be transferred out, occurring as a result of a nonexchange expenditure transfer-out to a trust or federal fund. Transactions using this account will have a budgetary impact.

6. **Nonexpenditure Financing Sources - Transfers-Out - Other (576500).** This account is used to record the amount of financing sources of a reporting federal entity representing funds transferred out, or to be transferred out, occurring as a result of a nonexchange, nonexpenditure transfer-out between two trust funds or two federal funds where a debit to unexpended appropriations is not valid. This account excludes nonexpenditure transfers classified as capital transfers. Transactions using this account will have a budgetary impact.

D. **Imputed Financing Sources (578000).** Record the imputed financing amounts the federal entity received to cover imputed costs. The balance in this account must equal the balance in USSGL account 673000, “Imputed Costs.” Examples of costs that may be imputed include military personnel costs, pensions, other retirement benefits, other postemployment benefits, and unreimbursed tenant cost when occupying a facility that is not under the jurisdiction of the tenant. Another example is environmental cleanup costs not reimbursed to the entity administering the fund when the administering fund is outside the DoD reporting entity. See **Interpretation of Federal Financial Accounting Standards 6:** “Accounting for Imputed Intra-departmental Costs: An Interpretation of SFFAS 4,” for additional information about imputed costs. Additionally, imputed financing sources and costs are incurred when one DoD reporting entity uses another federal agency’s (including other DoD reporting entities) asset without financial compensation.
1605  GAINS AND LOSSES

160501.  Gain Accounts

Specific guidance on gains and losses is included in each subject area. For example, Base Realignment and Closure gains and losses are discussed in Volume 12, Chapter 13.

A.  Gains on Disposition of Assets - Other (711000).  Record the gain on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

B.  Gains on Disposition of Investments (711100).  Record the gain on the disposition (such as sale, exchange, disposal, or retirement) of investments.

C.  Unrealized Gains (718000).  Record unrealized gains that include, but are not limited to, unrealized holding gains on available for sale securities in accordance with Financial Accounting Standard (FAS) 115, deferred gains on qualified hedges under FAS 133, and qualified foreign currency translation adjustments under FAS 52.

D.  Other Gains (719000).  Record the gain on assets resulting from events other than a disposition.  This excludes amounts related to the gain on the change in long term assumptions from experience and gain on the change in long term assumptions for federal employee pension, other retirement benefit and other postemployment benefit liabilities, including veteran’s compensation.  This account includes amounts related to the Federal Employees Compensation Act (FECA) Program.  Uses for this account include transactions for:

   1.  Miscellaneous gains such as a gain resulting from converting foreign currency holdings to U.S. dollars.

   2.  Used by activities to record miscellaneous gains, e.g., ammunition, resulting from inventory counts of operating materials and supplies.

160502.  Loss Accounts

Specific guidance on gains and losses is included in each subject area. For example, Base Realignment and Closure gains and losses are discussed in Volume 12, Chapter 13.

A.  Losses on Disposition of Assets - Other (721000).  Record the loss on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

B.  Losses on the Disposition of Investments (721100).  Record the loss on the disposition (such as sale, exchange, disposal, or retirement) of investments.
C. **Unrealized Losses (728000).** To record unrealized losses that include, but are not limited to, unrealized holding losses on available for sale securities in accordance with FAS 115, deferred losses on qualified hedges under FAS 133, and qualified foreign currency translation adjustments under FAS 52.

D. **Other Losses (729000).** Record the loss, damage, or obsolescence on assets resulting from events other than disposition. This excludes amounts related to the losses on the change in long term assumptions from experience and gain on the change in long term assumptions for federal employee pension, other retirement benefit and other postemployment benefit liabilities, including veteran’s compensation. This account includes amounts related to the FECA Program. Uses for this account include transactions for:

1. Recording a contingent liability.
2. Recording the loss of inventory that is deemed material.
3. Foreign currency.
VOLUME 4, CHAPTER 16, APPENDIX A: “TABLE OF TRANSACTIONS”

SUMMARY OF MAJOR CHANGES

All changes are 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 October 2012 is archived.

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<td>A01</td>
<td>Revised format to comply with the Department of Defense Financial Manual Regulation Revision Standard Operating Procedure dated June 2015.</td>
<td>Revision</td>
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<td>A0201</td>
<td>Added clarification that nonexchange revenues are inflows that finance operations, and must be recognized only in determining the overall financial results of operations for the period.</td>
<td>Addition</td>
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<td>A03</td>
<td>Added references to the applicable paragraphs within Statement of Federal Financial Accounting Standards (SFFAS) 7, “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting.”</td>
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<td>A0402.B</td>
<td>Added language to address transfer of multi-use heritage assets.</td>
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CHAPTER 16 APPENDIX A

TABLE OF TRANSACTIONS

*A01. GENERAL

A0101. Overview

The Government of the United States (U.S.) has many ways to finance its cost of operations. These include: exchange transactions; nonexchange transactions; other financing sources; revaluations; or transactions not recognized as revenues, gains, or other financing sources. Transactions may be between a government reporting entity and the public or between two reporting entities within the government (i.e., intragovernmental transactions).

A0102. Purpose

This appendix provides information concerning accounting standards that may be used for classifying transactions that finance the Department of Defense’s (DoD) cost of operations and a significant number of lesser transactions. The transactions in this appendix are divided into groups: nonexchange transactions; exchange transactions that produce revenue; other financing sources; gains and losses due to revaluation; and transactions that produce amounts not recognized as revenues, gains, or other financing sources.

A0103. Authoritative Guidance

Statement of Federal Financial Accounting Standards (SFFAS) 7, “Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting” established the standards for the classification of specific revenue transactions. Consult SFFAS 7, Appendix B when a transaction does not fall within any of the classifications included in this appendix. For the classifications included in this appendix, the SFFAS 7 paragraph number(s) is provided.

A02. NONEXCHANGE TRANSACTIONS

*A0201. Nonexchange Transactions

A nonexchange transaction arises when one party to a transaction receives value without directly giving or promising value in return. There is a one-way flow of resources or promises. Nonexchange revenue transactions do not require a Government entity to give value directly in exchange for the inflow of resources. The Government does not “earn” the nonexchange revenue. Because nonexchange revenues are inflows that finance operations, nonexchange revenues must be classified and recognized only in determining the overall financial results of operations for the period. Refer to SFFAS 7, Paragraph 240.
A0202. Nonexchange Transactions With the Public

The Harbor Maintenance Trust Fund is an example of a “user fee” tax while classified in the budget as a governmental receipt together with other taxes and duties. It is an ad valorem tax imposed on commercial cargo loaded and unloaded at specified U.S. ports open to public navigation. The receipt is a dedicated collection to the Harbor Maintenance Trust Fund administered by the U.S. Army Corps of Engineers (USACE). It is similar in nature to other excise taxes that result from the government’s power to compel payment and that are dedicated to a trust fund or special fund to be spent for a designated purpose (for example, the gasoline excise tax, which is dedicated to the Highway Trust Fund). It, therefore, must be recognized as nonexchange revenue for the Harbor Maintenance Trust Fund by the USACE. Refer to SFFAS 7, Paragraph 249.

A0203. Nonexchange Transactions - Intragovernmental

An example of this type of transaction is interest earned from Treasury securities held by trust funds and special funds. Paragraphs 306-310 of SFFAS 7, Appendix B deal with nonexchange revenue and Paragraphs 311-313 contain nonexchange gains and losses.

*A03. EXCHANGE TRANSACTIONS

A0301. Revenue from Exchange Transactions

Exchange revenues arise when a Government entity provides goods and services to the public or to another Government entity for a price. Revenue from exchange transactions is subtracted from gross cost in determining the net cost of operations and the change in net position. Refer to SFFAS 7, Paragraph 240.

A0302. Exchange Transactions with the Public - Sales of Goods and Services

The cost of production for goods and services, such as electricity, mail delivery, and maps, is defrayed in whole or in part by revenue from selling the goods or services provided. The sales may be made by a revolving fund (such as the Defense Working Capital Fund (DWCF)) or a general fund (such as a Military Departments appropriated fund). Customers of the Department may include private parties and businesses when authorized by law, including foreign governments, state and local governments, and others not officially representing the Federal Government. Customer orders (requests for goods and services) should be accompanied by a cash advance unless otherwise specified by law. Customer orders from nonfederal entities do not become budgetary resources until collected. Each party receives and sacrifices something of value. The sale is, therefore, an exchange transaction, and the revenue is exchange revenue for the entity making the sale. Refer to SFFAS 7, Paragraph 270. Additionally, interest and rents, such as those collected from DoD owned homes in the Homeowners Assistance Program represent exchange revenue.
A0303. Exchange Transactions with the Public - Sales of Property Plant and Equipment

When the Reporting Entity has legal authority to retain the proceeds from the sale of the asset, the transaction is an exchange transaction because each party receives and sacrifices something of value. If the sales price equals book value, then there is no gain or loss, because a cash inflow equal to book value is the exchange of one asset for another of equal recorded value and, therefore, not a net inflow of resources. If the sales price is more or less than book value, a gain or loss, respectively, is recognized to the extent of the difference. The amount of the difference ordinarily is a gain or loss rather than revenue or an expense, because sales of property, plant, and equipment (PP&E) ordinarily represent a nonrecurring inflow of resources. The entire sales price is a gain when the book value of the asset is zero. The book value is zero (a) when the asset is general PP&E that is fully depreciated or otherwise has been written-off or (b) when the asset is stewardship PP&E, for which the entire cost was expensed when the asset was purchased. Refer to SFFAS 7, Paragraphs 295-296.

A0304. Exchange Transactions - Intragovernmental Revenue

A. Intragovernmental Sales of Goods and Services by a Revolving Fund. The cost of providing goods or services by a revolving fund is defrayed in whole or in part by selling the goods or services provided. Performers (DoD activities providing goods and/or services at cost) include DWCF activities, revolving funds within the Military Department reporting entities, revolving funds within the “Other Defense Organizations” reporting entity, and USACE. Customers of the Department include any DoD Component, organization, office or other element; non-DoD Federal Government Agencies; and others officially representing the Federal Government. Each party receives and sacrifices something of value. The proceeds are exchange revenue. Refer to SFFAS 7, Paragraph 314.

B. Intragovernmental Sales of Goods and Services by an Appropriated Fund or Trust Fund Activity (Other Than a Revolving Fund). The cost of providing goods or services is defrayed in whole or in part by selling the goods or services provided. Performers (DoD activities providing goods and/or services at cost) include the Military Departments, Defense Agencies, and USACE. Customers of the Department include any DoD Component, organization, office or other element, non-DoD Federal Government Agencies, and others officially representing the Federal Government. Each party receives and sacrifices something of value. The proceeds are exchange revenue. Refer to SFFAS 7, Paragraph 315.

C. Employer Entity Contributions to Pension and Other Retirement Benefit Plans for Federal Employees. Employees of the Federal Government provide service to their employer in exchange for compensation, of which some is received currently (the salary); and some is deferred (pensions, retirement health benefits, and other retirement benefits). This is an exchange transaction, because each party sacrifices value and receives value in return. As part of this transaction, the government promises a pension and other retirement benefits to the employees after they retire. The financing of these benefits may include contributions paid by the employer entity to the retirement fund. In broad terms, the employer entity contribution is an inflow of resources to the retirement fund as part of this exchange transaction. More narrowly, it
is a payment by the employer entity in exchange for the future provision of a pension or other retirement benefit to its employees. Therefore, it is exchange revenue of the entity that administers the retirement plan and, thus, is an offset to that entity’s gross cost in calculating its net cost of operations. Within the DoD, the reporting of this category of revenue applies specifically to the DoD Military Retirement Trust Fund. Any other DoD Component contemplating the use of this category of exchange revenue must first obtain approval from the Office of the Deputy Chief Financial Officer, DoD. Refer to SFFAS 7, Paragraphs 316-317.

D. Interest on Treasury Securities Held by Trust Revolving Funds. A trust revolving fund is a revolving fund that also is classified by law as a trust fund. Like other revolving funds, it earns exchange revenue, which is an offset to its gross cost. Trust revolving funds need capital in their operations, just like other revolving funds, the source of which predominantly is the revenue they have earned. When some of their capital is invested in Treasury securities, the interest is related to their cost of operations in the same way as the revenue earned from selling services. Furthermore, the source of the invested balances is predominantly revenue earned from the sales of services, for which they incurred costs of operations when the revenue was earned. The interest they receive must, therefore, be classified in the same way as the interest received by other revolving funds, which is exchange revenue. The source of balances for some trust revolving funds may not be predominantly exchange revenue. For such exceptions, the interest must be classified in the same way as the predominant source of balances rather than according to the normal rule. Refer to SFFAS 7, Paragraph 324-325.

E. Interest on Treasury Securities Held by Trust Funds. A major source of revenue for many trust and special funds (such as the DoD Military Retirement Trust Fund, the DoD Education Benefits Fund, the National Security Education Trust Fund, and the Voluntary Separation Incentive Fund) consists of exchange and other financing sources. When some of their capital is invested in Treasury securities, the interest is related to their cost of operations in the same way as the revenue earned from selling services. Furthermore, the source of the invested balances is predominantly revenue earned from the sales of services, for which they incurred costs when the revenue was earned. Classify the interest received in the same way as the interest received by other revolving funds, which is exchange revenue. Refer to SFFAS 7, Paragraph 308.

F. Interest on Uninvested Funds Received by Direct Loan and Guaranteed Loan-Financing Accounts. A guaranteed loan financing account holds uninvested balances as reserves against its loan guarantee liabilities and earns interest on these balances that adds to its resources to pay these liabilities. A direct loan financing account may hold uninvested balances to bridge transactions that are integral to its operations, such as when it borrows from Treasury to disburse direct loans prior to the time of disbursement; it earns interest on these balances to reflect the time value of money and, thereby, finance the interest it pays on its debt to Treasury. Thus, in both cases, the interest received by the financing account is earned through exchange transactions with Treasury and is an offset to the financing accounts related costs of operations. The interest is, therefore, exchange revenue of the financing account. Within the DoD, the reporting of this category of revenue applies specifically to the Family Housing Improvement Fund, Direct Loan Financing Account (97X4166); Family Housing Improvement Fund,
Guaranteed Loan Financing Account (97X4167); Defense Export Loan Guarantee Financing Account (97X4168); and Arms Initiative Guarantee Loan Financing Account, Army (21X4275). Any other DoD Component contemplating the use of this category of exchange revenue must first obtain approval from the Office of the Deputy Chief Financial Officer, DoD. Refer to SFFAS 7, Paragraph 326.

A0305. Exchange Transactions - Intragovernmental-Gains and Losses

Treasury securities held by revolving funds, trust and trust revolving funds (e.g., Military Retirement Trust Fund) are primarily issued in the government account series, which can generally be redeemed on demand. Other Treasury securities held by these funds also may be callable or redeemable on demand. If these debt securities are retired before maturity, the difference, if any, between the reacquisition price and the net carrying value of the extinguished debt must be recognized as a gain or loss by the fund that owned the securities. The gain or loss must be accounted for as a nonexchange gain or loss if the interest on the associated debt securities is classified as nonexchange revenue, and it must be accounted for as an exchange gain or loss if the interest on the associated debt securities is classified as exchange revenue. Intragovernmental transactions that produce gains or losses must be classified as producing revenue or expense if they are usual and recurring for a particular reporting entity. Refer to SFFAS 7, Paragraph 329.

A04. OTHER FINANCING SOURCES - INTRAGOVERNMENTAL

A0401. Cost Subsidies: Difference Between Internal Sales Price and Full Cost

One entity may receive goods or services from another entity without paying the full cost of the goods or services or without paying any cost at all. In these cases, the difference between full cost and the internal sales price or reimbursement (sometimes called a “transfer price”) is an imputed cost to the receiving entity. In addition, the financing of the imputed cost also is imputed to the receiving entity. Imputed financing is necessary so that the imputed cost does not reduce the entity’s operating results. The imputed financing equals the imputed cost and is recognized as other financing source. It is not revenue, because the receiving entity does not earn the amount imputed or demand its payment. Within the DoD, examples include military personnel costs not reimbursed by Defense Agencies to the military personnel appropriations and environmental cleanup costs not reimbursed to the entity administering the fund when the administering fund is outside the DoD reporting entity. Refer to SFFAS 7, Paragraphs 333-334.

A0402. Transfer of General PP&E and Stewardship Assets without Reimbursement

General PP&E and Stewardship Assets (Heritage Assets and Stewardship Land) may be transferred from one government entity to another. Refer to SFFAS 7, Paragraph 358.
A. If the asset that is transferred was classified as general PP&E for the transferring entity and general PP&E for the recipient entity, it is recognized as a transfer-out (a negative other financing source) of capitalized assets by the transferring entity and as a transfer-in (other financing source) of capitalized assets by the recipient entity, at the book value of the asset.

B. If the asset that is transferred was classified as general PP&E for the transferring entity but stewardship PP&E for the recipient entity, it is recognized as a transfer-out of capitalized assets by the transferring entity. No amount is recognized by the entity that receives the asset. Refer to SFFAS 7, Paragraph 346. Similarly, if multi-use heritage assets are transferred and cost remains on the books of the transferring entity, that cost is recognized as a transfer-out of capitalized assets. The receiving entity should not recognize any amount.

C. If the asset that is transferred was classified as stewardship PP&E for the transferring entity but general PP&E for the recipient entity, it is recognized as a transfer-in (other financing source) of capitalized assets by the recipient entity. No amount is recognized by the transferring entity.

D. If the asset was classified as a stewardship asset in its entirety by both the transferring entity and the recipient entity, the transfer does not affect the net cost of operations or net position of either entity. In such a case, it is not revenue, a gain or loss, or other financing source. Refer to SFFAS 7, Paragraph 345. Likewise, when stewardship PP&E is donated to the Government, no amount is recognized as a cost or revenue.

A05. REVALUATIONS

Refer to SFFAS 7, Appendix B for these classifications.

*A06. TRANSACTIONS NOT RECOGNIZED AS REVENUES, GAINS, OR OTHER FINANCING SOURCES

A0601. Disposition of Revenue to Other Entities - Custodial Transfers

Revenue, primarily nonexchange revenue, may be collected by an entity acting on behalf of the General Fund or another entity within the government on whose behalf it was collected. The collecting entity accounts for the disposition of these by debiting a “nonentity” liability account and crediting its “nonentity” Fund Balance with Treasury account. These custodial transfers, by definition, do not affect the collecting entity’s net cost of operations or operating results, nor are they part of the reconciliation between its obligations and net cost of operations. The receiving entity recognizes the revenue as nonexchange or exchange revenue, depending on its nature, according to the applicable revenue standards. Refer to SFFAS 7, Paragraph 353.
A0602. Sales of Different Types of Government Assets

The sale of government assets (other than forfeited property) is an exchange transaction, because each party receives and sacrifices something of value. As a general rule, any difference between the sales proceeds and book value is recognized as a gain or loss when the asset is sold. The remainder of the transaction does not provide a net inflow of resources, so no gain, revenue, or other financing source is recognized. If the sales proceeds equal book value, there is no gain or loss, because the exchange of one asset for another of equal recorded value is not a net inflow of resources. This general rule applies to PP&E, receivables (other than direct loans), foreclosed property associated with pre-1992 direct loans and loan guarantees, and miscellaneous assets. It does not apply to inventory, nor does it apply to forfeited property. It also does not apply to the sale of direct loans and the sale of foreclosed property associated with post-1991 direct loans and loan guarantees. Refer to SFFAS 7, Paragraphs 354-355.

A0603. Repayment of Post-1991 Direct Loans

The present value of estimated loan repayments is included in the calculation of the subsidy cost of direct loans, and this subsidy cost is recognized as an expense when the loans are disbursed. The present value of estimated loan repayments is likewise included in the value of the loans receivable. When cash is received for the repayment of loans, decrease the loans receivable by an equal amount. The increase in one asset is offset by an equal decrease in another asset. Therefore, cash inflow from the repayment is not recognized as a revenue, a gain, or other financing source. If the actual repayment is different from the previous estimate, the present value of the difference between cash inflows and outflows over the term of the loan, calculated as of the date of disbursement, is re-estimated and recognized as a subsidy expense or a reduction in subsidy expense. Refer to SFFAS 7, Paragraph 365.

A0604. Repayment of Pre-1992 Direct Loans

When pre-1992 direct loans are repaid in whole or in part, the entity exchanges one asset (loans receivable) for another (cash) with equal value. There is no net inflow of resources. Therefore, the amount of cash inflow equal to book value is not recognized as a revenue, a gain, or other financing source. If the loan is not repaid, the unpaid amount is recognized as an adjustment to the bad debt allowance and does not affect revenue, gains, or other financing sources. Refer to SFFAS 7, Paragraph 366.

A0605. Repayment of Receivables - Except Direct Loans

When receivables other than direct loans are paid or repaid in whole or in part, the entity exchanges one asset (loans receivable) for another (cash) with equal value. There is no net inflow of resources. Therefore, the amount of cash inflow equal to book value is not recognized as revenue, gain, or other financing source. If the receivable is not repaid, the unpaid amount is recognized as an adjustment to the bad debt allowance and does not affect revenue, gains, or other financing sources. Refer to SFFAS 7, Paragraph 367.
A0606.  Sales of Direct Loans

The sale of a direct loan is a modification according to the Federal Credit Reform Act of 1990 regardless of whether the loan being sold was obligated after Fiscal Year (FY) 1991 or before FY 1992. The book value loss (or gain) on a sale of direct loans equals the book value of the loans sold (prior to sale) minus the net proceeds of the sale. It normally differs from the cost of modification, which is recognized as an expense. This difference is due to the different interest rates used to discount future cash flows for calculating the subsidy cost (and subsidy allowance) when the loan is disbursed and for calculating the cost of modification at a later time. If the sale is with recourse, the present value of the estimated loss from the recourse is also recognized as an expense. Any difference between the book value loss (or gain) and the cost of modification is recognized as a gain or loss. The amount of cash inflow equal to book value is not a net inflow of resources to the entity, because it is an exchange of one asset for another of equal recorded value. Therefore, the amount of cash inflow equal to book value is not recognized as revenue, gain, or other financing source. Refer to SFFAS 7, Paragraph 368.

*A0607.  Acquisition of PP&E through Exchange

The cost of PP&E acquired through an exchange of assets with the public is the fair value of the PP&E surrendered at the time of exchange. If the fair value of the PP&E acquired is more readily determinable than that of the PP&E surrendered, the cost is the fair value of the PP&E acquired. If neither fair value is determinable, the cost of the PP&E acquired is the cost recorded for the PP&E surrendered net of any accumulated depreciation or amortization. In the event that cash consideration is included in the exchange, the cost of PP&E acquired is increased (or decreased) by the amount of the cash surrendered (or received). Refer to SFFAS 7, Paragraph 356.

*A0608.  Sales of Foreclosed Property Associated with Post-1991 Direct Loans and Loan Guarantees

The net present value of the cash flow from the estimated sales of foreclosed property is included in calculating the subsidy cost of post-1991 direct loans and loan guarantees. This subsidy cost is recognized as an expense when the loans are disbursed. When property is foreclosed, the property is recognized as an asset at the net present value of its estimated net cash flows. When the foreclosed property is sold, any difference between the sales proceeds and the book value (i.e., the net present value as of the time of sale) requires a reestimate of the subsidy expense, which is recognized as a subsidy expense or a reduction in subsidy expense. The amount of cash flow equal to book value is an exchange of one asset for another of equal recorded value and therefore is not recognized as a gain, revenue, or other financing source. Refer to SFFAS 7, Paragraph 369.
A0609. Negative Subsidies on Post-1991 Direct Loans and Loan Guarantees

A negative subsidy means that the direct loans or loan guarantees are estimated to make a profit, apart from administrative costs (which are excluded from the subsidy calculation by law). The amount of the subsidy cost is recognized as an expense when the direct loan or guaranteed loan is disbursed. A negative subsidy is recognized as a direct reduction in expense, not as revenue, gain, or other financing source. Refer to SFFAS 7, Paragraph 362.

A0610. Downward Subsidy Reestimates for Post-1991 Direct Loans and Loan Guarantees

A downward subsidy reestimate means that the subsidy cost of direct loans or loan guarantees is estimated to be less than had previously estimated. The initial subsidy cost is recognized as an expense; a positive subsidy reestimate is recognized as an expense; and a downward subsidy reestimate is recognized as a direct reduction in expense, not as revenue, gain, or other financing source. Refer to SFFAS 7, Paragraph 363.

A0611. Fees on Post-1991 Direct Loans and Loan Guarantees

The present value of estimated fees is included as an offset in calculating the subsidy cost of direct loans and loan guarantees, which is recognized as an expense when the loans are disbursed. The present value of estimated fees is likewise included as one component in calculating the value of loans receivable or loan guarantee liabilities. When cash is received in payment of fees, the loans receivable decrease by an equal amount (or the loan guarantee liabilities increase by an equal amount). The increase in one asset is offset by an equal decrease in another asset (or by an equal increase in liabilities). Therefore, fees are not recognized as revenue, a gain, or other financing source. Refer to SFFAS 7, Paragraph 364.
VOLUME 4, CHAPTER 17: “EXPENSES AND MISCELLANEOUS ITEMS”

SUMMARY OF MAJOR CHANGES

All changes are 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 2013 is archived.

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<td>Reorganized chapter for better information flow.</td>
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<td>170101</td>
<td>Expanded on the purpose of this chapter to include extraordinary items and prior period adjustments.</td>
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<td>170102</td>
<td>Added Authoritative Guidance Paragraph to the General section to comply with the Department of Defense Financial Management Regulation Standard Operating Procedure and renumbered subsequent paragraphs and subparagraphs.</td>
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<td>170304</td>
<td>Added distinction between gains/losses and revenue/expenses.</td>
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<td>170401</td>
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<td>Revised to clarify imputed cost definitions and examples.</td>
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<td>Deleted reference to Federal Mission property, plant and equipment, which was eliminated with the publication of Statement of Federal Financial Accounting Standard (SFFAS) 23, “Eliminating the Category National Defense Property, Plant and Equipment.”</td>
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<td>170512</td>
<td>Added uses of imputed costs found in Federal Financial Accounting Standards Board Interpretation 6, “Accounting for Imputed Intra-Departmental Costs: An Interpretation of SFFAS 4” and SFFAS 5, along with the Office of Management and Budget Circular A-136, “Federal Reporting Requirements.”.</td>
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CHAPTER 17

EXPENSES AND MISCELLANEOUS ITEMS

1701  GENERAL

*170101.  Purpose

The purpose of this chapter is to provide guidance to account for expenses and miscellaneous items, such as gains and losses, incurred in carrying out Department of Defense (DoD) operations. Additionally, this chapter provides instruction on how to identify and account for extraordinary items and adjustments to prior period financial statements.

*170102.  Authoritative Guidance

The Federal Accounting Standards Advisory Board (FASAB) concluded in Statement of Federal Financial Accounting Standards (SFFAS) 5, “Accounting for Liabilities of the Federal Government” that expenses are not independent of assets and liabilities and do not have their own essential characteristics. Expenses are changes in assets and/or liabilities during a reporting period that result in a change in net position. Thus, the definition of expenses is dependent on the definitions of assets and liabilities. Additional guidance for expenses is found in SFFAS 4, “Managerial Cost Accounting Standards;” Interpretation 6, “Accounting for Imputed Intra-Departmental Costs: An Interpretation of SFFAS 4;” SFFAS 21, “Reporting Corrections of Errors and Changes in Accounting Principles; and in the Statement of Federal Financial Accounting Concepts 7, “Measurement of Accrual-Basis Financial Statements in Periods after Initial Recording.”

1702  AUDIT READINESS AND INTERNAL PROCEDURES

Each DoD Component must develop and implement internal operating procedures and/or guidance to implement this overarching policy in a manner that ensures accurate, timely, and relevant reporting of financial data. Relevant records supporting financial statements must be maintained and made available during financial statement audits.

1703  EXPENSES OVERVIEW

170301.  Definition

Expenses represent the outflow or consumption of assets or the incurrence of liabilities (or a combination of both) during a period of providing goods, rendering services, or carrying out other normal operating activities related to the entity’s programs and missions.

170302.  Financial Accounting and Reporting

In financial accounting and reporting, the costs that apply to an entity’s operations for the current accounting period are recognized as expenses of that period, regardless of when cash is
exchanged. Expenses are commonly reported at their gross amount at the time the expense is incurred.

170303. Exceptions to Cash Outlays

Most expenses require cash outlays. There are exceptions such as depreciation, other losses, bad debt expenses and miscellaneous items. Miscellaneous items result from extraordinary transactions, prior period adjustments, and changes in actuarial liabilities.

*170304. Unusual or Nonrecurring Transactions

Expenses are costs that occur as part of normal, routine operations of the entity, as opposed to costs attributable to extraordinary or unexpected events, which are classified as miscellaneous items. Unusual or nonrecurring transactions or having resulted from peripheral or incidental activities of an entity should be recognized as a gain or loss, rather than as a revenue or expense.

170305. Budgetary Accounts

An expense normally includes a use or application of budgetary or other resources. Goods and services ordered and received are recorded in the budgetary accounts as expended authority (Delivered Orders – Obligations, Unpaid) and in the proprietary accounts as an expense. The budgetary accounts provide financial control over the resources provided to the entity and ensure accurate accounting during the budget execution process.

170306. Financial Control

Financial control over all commodities such as material, labor, or supplies must be maintained until consumed (expensed), sold or transferred in accordance with statutory authority. For Defense Working Capital Fund (DWCF) activities, expenses primarily are incurred in providing goods and services to customers. Refer to Volume 11B, Chapter 12 for policy covering DWCF.

170307. DWCF Expenses

The treatment of expenses by some DWCF activities is different from the treatment accorded to expenses related to appropriation funded activities. The proper term to describe expenses accumulated in asset accounts is costs. For some activity groups in the DWCF, such as depot maintenance, costs are accumulated by job order number in the “Construction in Progress” (account 172000) or “Inventory Work in Process” (account 152600) and subsequently billed to customers. Other activity groups, such as supply management, record civilian personnel costs as an expense to the activity or cost center as a whole, in the same manner as appropriated funded activities.
170308. Relations between Budgetary and Proprietary Accounts

Figure 17-1 illustrates the relationship between Expended Budgetary Authority accounts and Proprietary accounts.

Compound budgetary and proprietary entries are required when goods or services are received and/or accepted. Purchased goods or services are recorded in the budgetary accounts as expended authority or expenditures (Delivered Orders – Obligations Unpaid) and in the proprietary accounts as an expense (or asset, when DoD capitalization criteria are met).
1704 PRESENTATION IN FINANCIAL STATEMENTS

*170401. Expense Recording

Expenses are commonly reported at their gross amount at the time that the expense is incurred. Expenses are recognized in the period that services are rendered, not when invoices are received. The accounting entries are specified in the DoD United States General Ledger (USSGL) Standard Financial Information Structure (SFIS) Transaction Library.

170402. Reporting Program Costs

A. Program costs must be reported in the “Statement of Net Cost” as required by Volume 6B, Chapter 5.

B. Program costs include the full costs of the program outputs and consist of the direct costs and all other costs that can be directly traced, assigned on a cause and effect basis, or reasonably allocated to a program’s outputs. Program costs also include any nonproduction costs that can be assigned to a program but not to its outputs.

C. The costs of program outputs must include the costs of services provided by other entities regardless of whether the providing entity is fully reimbursed. The costs of program outputs must also include costs that are paid in total or in part by other entities to the extent that accounting standards require them to be recognized in financial statements. For example, DoD Components must recognize imputed costs of pensions and other retirement benefit expenses in their financial statements.

D. Imputed costs represent the unreimbursed portion of the full cost of goods and services received from another source. In the case of post-employment benefits for retired, terminated, and inactive employees, imputed costs are the excess of costs actually incurred by employing agencies for covered employees over the total contributions made by and for covered employees. Imputed costs encompass all unreimbursed portions of the full cost of goods and services received by a DoD entity from a providing DoD according to FASAB Interpretation 6.

E. The costs of goods and services provided to other federal government programs must be disclosed separately from the costs of goods and services provided to the public. The former costs are labeled “intragovernmental;” the latter are labeled “public.” Intragovernmental costs are eliminated in the consolidated financial statements. Refer to Volume 6B, Chapter 10 for policy on note disclosures related to these costs.

170403. Production and Nonproduction Costs

A. Costs related to the production of outputs must be reported separately from costs that are not related to the production of outputs (i.e., nonproduction costs) on the Statement of Net Cost. Nonproduction costs are reported as a separate item in the financial statements and are addressed in the SFFAS 4.
B. The following nonproduction costs must be reported separately from other nonproduction costs, if incurred:

1. The cost of acquiring, constructing, improving, reconstructing, or renovating heritage assets. Costs associated with multi-use heritage assets are capitalized and depreciated over the expected useful life if they meet the capitalization criteria discussed in Volume 4, Chapter 6.

2. The acquisition cost of acquiring stewardship land.

3. The cost of maintenance not performed but delayed to a future period (deferred maintenance) reported in the Required Supplementary Information section of the financial statements.

*170404. Intragovernmental Transactions

Goods and Services acquired from other government trading partners or programs (i.e., intragovernmental) must be recorded separately from those purchased from nonfederal entities (i.e., the public). Additionally, goods and services (costs) provided to other government programs (i.e., intragovernmental) must be recorded separately from those provided to nonfederal entities (i.e., the public).

170405. Losses

Losses are associated with the transactions that are not incurred in the normal operation of the organization (such as the loss on the disposal of property).

1705 ACCOUNTING TREATMENT FOR EXPENSES

170501. Accounting Treatment for Expenses and Miscellaneous Items

A. The Department is accountable for its stewardship in expending resources necessary in carrying out its missions. Examples of operating expenses include personnel costs, contractual services, and the purchase of operating materials and supplies. Expenses also can include an allocation of prior capital outlays (depreciation/amortization) when such information is necessary for management decision making purposes, to meet external reporting requirements, or to recover costs of operations. Expenses are recognized in the period that services are rendered, not when invoices are received.

B. Particular attention is to be given to expenses incurred by research and development programs, or related to the search for knowledge and the conversion of knowledge into use for DoD missions.
C. Costs incurred for research and development must be recorded and reported as an expense in the period incurred unless they are associated with the development of an end item produced for operational use. In the latter case, the expenses should be capitalized if the cost and life expectancy of the end item produced meets the Department’s capitalization threshold (see Chapter 6).

*170502. Costs for Property, Plant and Equipment (PP&E)

Costs for PP&E acquired or constructed for a particular research and development project must be capitalized if the acquisition cost exceeds the Department’s capitalization threshold (see Chapter 6), the items are not intended for sale in the ordinary course of operations, the items have been acquired or constructed with the intention of being used by the entity, and the items have a life expectancy of more than two years. Chapter 6 provides accounting guidance for capitalizing and depreciating or amortizing assets.

170503. Work in Process Account

Work in process accounts must be used to accumulate the costs of goods or services in accordance with guidance contained in Chapters 4, 5, and 6. The amounts recorded in these account, as well as amounts recorded in applicable inventory accounts, must be the basis for determining the amounts to be recorded as cost of goods sold.

170504. Depreciation, Amortization and Depletion Account

A. Depreciation, Amortization and Depletion is used to record the allocation of the cost of an asset (tangible or intangible) over the period of time benefited or the asset’s useful life.

B. The amounts to be recorded for depreciation, amortization, and depletion must be determined in accordance with the guidance contained in Chapters 1, 6, and 7.

170505. Depreciation Expense for Capitalized and Donated Assets

Depreciation expense for capitalized and donated assets is recorded with a debit to Depreciation, Amortization, and Depletion (account 671000) and a credit to the appropriate Accumulated Depreciation account related to the asset. No budgetary entry is made. Depreciation is reported in the “Reconciliation of Net Cost to Budget” footnote to the financial statements, since it is not an expense requiring a cash payment. For the DWCF, depreciation expense also is an element included in the cost recovery rates, used to finance the capital programs. Refer to the DoD USSGL SFIS Transaction Library for additional information on account descriptions for reporting depreciation.
170506. Operating Expenses/Program Costs

A. Operating expenses/program costs include costs associated with carrying out a specific program or function. Examples include personnel, travel, communications, contractual services, and other program expenses. Amounts paid often represent transactions that require a budgetary entry, moving obligations from the unexpended obligation (undelivered order) to the expended authority (delivered order) stage. DWCF activities routinely post operating expenses/program costs to a cost of goods sold account (either directly or via work in process accounts) so that costs may be matched to revenue upon completion of the task or filling an order.

B. Accounting systems must have the ability to report expenses related to operating expenses/program costs at the detail necessary to support budget preparation and applicable cost accounting requirements.

170507. Benefits Expense

The employer’s portion of the contributions to the following employee benefit programs administered by Federal agencies are Federal expenses: retirement funds, life insurance, Voluntary Separation Incentive Payment (VSIP), Federal Employee’s Compensation Act (FECA), unemployment for Federal employees, Social Security (Federal Old-Age, Survivors Insurance, and Federal Disability Insurance) and Medicare (Federal Hospital Insurance (Medicare Part A), Federal Supplementary Medical Insurance (Medicare Part B). The amount of benefit expense (such as employment benefits, entitlement benefits due and payable, or insurance and guarantee benefits) incurred by the program agency and/or administering agency for benefit payments must be recorded in the entity’s General Ledger and reported in a timely manner.

170508. Employer contributions to the Thrift Savings Plan

Employer contributions to the Thrift Savings Plan are nonfederal expenses. The account must be supported by subsidiary accounts to show the types of transactions for which entitlement benefits were incurred.

170509. Administrative Expenses

Administrative expenses incurred for benefit payments are generally nonfederal expenses. This includes (but is not limited to) costs for retirement, life insurance, health insurance, VSIP, FECA, unemployment, entitlements, and insurance guarantees (i.e., flood insurance).

170510. Cost of Goods Sold Account

A. The cost of goods sold account is used to record the cost of goods or services sold from stock, by DWCF activities, or by other DoD activities authorized to provide services or material to other federal government agencies (including other DoD Components) or nonfederal government organizations.
B. This account is used predominantly by revolving fund activities. Appropriated fund activities also must use this account to support reimbursable programs when necessary. Trust fund activities that need to account for products delivered to other organizations also may use this account.

170511. Imputed Costs

This amount represents costs incurred which are paid in total or in part by other federal entities. Examples include, but are not limited to, military personnel costs not paid by the benefiting activity, costs for use of real property that is not reimbursed by the entity using the asset, future postemployment benefits, and environmental cleanup costs not reimbursed to the entity administering the fund when the administering fund is outside the DoD reporting entity.

170512. Imputed Costs Account

A. The Imputed Cost account must be used by all DoD activities receiving goods or services not reimbursed to an activity outside the reporting entity. For example, environmental cleanup costs paid from Defense Agency (Treasury Index 97) funds but created by one of the Military Departments. Revolving fund activities may use this account to accumulate costs for work in process or construction in progress. Appropriated and trust fund activities that need to account for such expenses also may use this account.

B. Specific categories of imputed cost are identified in SFFAS 5 and FASAB Interpretation 6, as well in the Office of Management and Budget in Circular A-136, Financial Reporting Requirements.

*170513. Future Funded Expenses

Future funded expenses represent the amount of accrued expenses which are required to be funded from future year appropriations. Examples of future funded expenses include, but are not limited to, accrued annual leave expense (except for working capital funds), accrued worker’s compensation, upward re-estimates for credit reform loan programs, and projected future cleanup costs associated with the removing, containing, and/or disposing of hazardous materials associated with PP&E.

170514. Expense Transactions Not Requiring Budgetary Authority

Some expense transactions do not require the use of budgetary authority and, therefore, only proprietary accounts are charged. Such expenses most commonly are the result of allocating expenses over more than one reporting period (e.g., depreciation expense), costs incurred that are paid in total or in part by other entities (e.g., imputed costs), or recognizing costs to be funded from future year appropriations (e.g., future funded expenses).
1706 LOSSES

170601. Losses on Disposition of Assets Account

A. The Losses on Disposition of Assets account is used to record a loss incurred on the disposition of DoD owned assets. Such losses can result from the sale, exchange, casualty, or retirement of assets.

B. Losses are reported net of any received proceeds.

170602. Users of Losses on Disposition of Assets Account

The Losses on Disposition of Assets account ordinarily must be used only by DoD activities authorized to dispose of DoD property; however, any DoD Component having control over personal and real property may incur such losses due to events beyond its control. The effect from such losses must be recorded in Losses on Disposition of Assets in the Statement of Net Cost.

170603. Other Losses

Other Losses must be used to record the loss on assets resulting from events other than disposition, such as investment losses and miscellaneous losses.

1707 EXTRAORDINARY ITEMS

170701. Extraordinary Transactions

Extraordinary transactions, events that are distinguished by their unusual nature and by the infrequency of their occurrence, may impact expenses and/or miscellaneous items. Both of the following criteria should be met to classify an event or transaction as an extraordinary item:

170702. Unusual Nature

The underlying event or transaction must possess a high degree of abnormality and be of a type clearly unrelated to, or only incidentally related to, the ordinary and typical activities of the entity, taking into account the environment in which the entity operates.

170703. Infrequency of Occurrence

The underlying event or transaction must be of a type that would not reasonably be expected to recur in the foreseeable future, taking into account the environment in which the entity operates.
170704. Financial Disclosure of Extraordinary Items

The total amount of all extraordinary items is included in the applicable Gross Program Cost or Non Production Cost lines of the Statement of Net Cost. Disclosure of the nature and amount of each extraordinary item is included in the notes to the financial statements.

1708 PRIOR PERIOD ADJUSTMENTS

170801. Adjustments to Prior Period Financial Statements

Circumstances may arise that require an entity to make adjustments to prior period financial statements due to a change in accounting principle or correction of a material error (or an aggregation of errors). Such circumstances include the retrospective application of a change in accounting principle or the correction of an error in prior period financial statements pursuant to SFFAS 21. See Volume 6B, Chapter 6 for information on reporting prior period adjustments in the financial statements.

170802. Change in Accounting Principle

A. A change in accounting principle results from adoption of one Generally Accepted Accounting Principle (GAAP) to another one that can be justified as preferable. Changes in accounting principles also include those occasioned by the adoption of new federal financial accounting standards. The newly adopted accounting principle should result in more accurate and meaningful financial statement disclosure.

B. The term, accounting principle, includes not only accounting principles and practices but also the methods of applying them. Unless otherwise specified in the transition instructions section of a new federal financial accounting standard, the cumulative effect of the change on prior periods should be reported as a change in accounting principle, with the adjustment made to the beginning balance of the cumulative results of operations in the Statement of Changes in Net Position.

C. Prior period financial statements presented for comparative purposes should be presented as previously reported. The nature of the changes in accounting principle and its effect on relevant balances should be disclosed in the current period. Financial statements of subsequent periods need not repeat the disclosure. See Volume 6B, Chapter 6 for additional information on reporting prior period adjustments in the financial statements.

170803. Correction of Errors

The correction of an error may be due to a change from one non GAAP method to a GAAP method or an accounting correction. Reporting entities must restate prior period financial statements for material errors discovered in the current period, if such statements are provided for comparative purposes, and if the effect of the error would be material to the financial statements in either period. Restatement is required only when the error correction is material. (See Volume 6B, Chapter 6 for additional information on reporting material errors.)
## VOLUME 4, CHAPTER 19: “MANAGERIAL COST ACCOUNTING”

### SUMMARY OF MAJOR CHANGES

All changes are 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 January 2015 is archived.

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<td>Chapter 19, Managerial Cost Accounting, was fully revised and Chapters 20-23 were incorporated. Chapter 20, Job Cost Accounting dated May 2010 is archived. Chapter 21, Process Cost Accounting dated May 2010 is archived. Chapter 22, Cost Finding dated December 2013 is archived. Chapter 23, Cost Distribution for Information Technology Facilities dated May 2010 is archived.</td>
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CHAPTER 19

MANAGERIAL COST ACCOUNTING

1901. GENERAL

190101. Overview

A. Managerial cost accounting standards and concepts contribute to cost-based decisions that include the full cost of programs, activities, and outputs. This information provides the structure needed for accurate, consistent, and reliable managerial cost accounting.

B. The concepts of managerial cost accounting describe the relationship among cost accounting, financial reporting, and budgeting. Managerial cost accounting concepts are an integral part of the financial management system in that they provide a basis of accounting, recognition, and measurement appropriate for the intended purpose.

C. The five standards set forth are fundamental elements of managerial cost accounting:

1. Accumulating and reporting costs of activities on a regular basis for management information purposes,

2. Establishing responsibility segments to match costs with outputs,

3. Determining full costs of government goods and services,

4. Recognizing the costs of goods and services provided among Federal entities, and

5. Using appropriate costing methodologies to accumulate and assign costs to outputs.

190102. Purpose

The purpose is to provide the Department of Defense (DoD) policy for managerial cost accounting.

190103. Authoritative Guidance

1902. DEFINITIONS

The following definitions primarily originate from the SFFAS 4 Glossary, or the MCAIG Glossary.

190201. Activity

An activity is the actual work task or step performed in producing and delivering products and services, or an aggregate of actions performed within an organization that is useful for purposes of activity-based costing. (SFFAS 4 Glossary)

190202. Activity-Based Costing

Activity-based costing (ABC) is a cost accounting method that measures the cost and performance of process related activities and cost objects. It assigns cost to cost objects, such as products or customers, based on their use of activities. It recognizes the causal relationship of cost drivers to activities. (SFFAS 4 Glossary)

190203. Budgetary Accounting

Budgetary accounting is the system that measures and controls the use of resources according to the purposes for which budget authority was enacted, and that records receipts and other collections by source. It is undertaken to assess and ensure compliance with fiscal legal requirements applicable to an appropriation or fund. It tracks the use of each appropriation for specified purposes in separate budgetary accounts through the various stages of budget execution—from appropriation to apportionment and allotment to obligation and eventual outlay. (MCAIG Glossary)

190204. Cost Accounting System

A cost accounting system is a continuous and systematic cost accounting process, which may be designed to accumulate and assign costs to a variety of objects routinely or as desired by management. (SFFAS 4, paragraph 74)

190205. Cost Accumulation

Cost accumulation is the collection of costs in an organized fashion by means of a cost accounting system. There are two primary approaches to cost accumulation: job order and process costing. Under a job order system, the three basic elements of costs: direct materials, direct labor,
and overhead, are accumulated according to assigned job numbers. Under a process cost system, costs are accumulated according to processing department or cost center. (MCAIG Glossary)

190206. Cost Allocation

Cost allocation is a method of assigning costs to activities, outputs, or other cost objects. The allocation base used to assign a cost to objects is not necessarily the cause of the incurred cost. For example, assigning the cost of power to machine activities by machine hours is an allocation because machine hours are an indirect measure of power consumption. (SFFAS 4 Glossary)

190207. Cost Assignment

Cost assignment is a process that identifies costs with activities, outputs, or other cost objects. In a broad sense, costs can be assigned to processes, activities, organizational divisions, goods, and services. There are three methods of cost assignment: (a) directly tracing costs wherever economically feasible, (b) using cause and effect, and (c) allocating costs on a reasonable and consistent basis. (SFFAS 4 Glossary)

190208. Cost Center

A cost center is a logical or physical grouping of one or more similar services for the purpose of identifying obligations or developing the cost identification for the services. Services are grouped into cost centers in order to (a) normalize between services that use similar resources with different capabilities, (b) apply surcharges and discounts to services, (c) identify costs for different classes of the same service, or (d) identify obligations. This is the lowest level (that is, unit) or activity that is used to identify obligations or expend resources to produce a unit of work, and the lowest level of activity to segregate costs for management in order to assess items such as efficiency, usage, and examine trends. (MCAIG Glossary)

190209. Cost Finding

Cost finding techniques produce cost data by analytical or sampling methods. Cost finding techniques are appropriate for certain kinds of costs, such as indirect costs, items with costs below set thresholds within programs, or for some programs in their entirety. Cost finding techniques support the overall managerial cost accounting process and can represent nonrecurring analysis of specific costs. (SFFAS 4 Glossary)

190210. Cost Object (Also Referred to as Cost Objective)

A cost object is an activity, output, or item whose cost is to be measured. In a broad sense, a cost object can be an organizational division, function, task, good, service, or customer. It is also defined as an activity, operation, or completion of a unit of work to complete a specific job for which management decides to identify, measure, and accumulate costs. The cost object must be discrete enough and described in writing to such a level of detail as to form a basis to establish cost centers and output products. (MCAIG Glossary)
190211. Direct Costs

Direct costs are the cost of resources directly consumed by an activity. Direct costs are assigned to activities by direct tracing of units of resources consumed by individual activities. They are a cost that is identified specifically with a single cost object. (SFFAS 4 Glossary)

190212. Financial Accounting (Also Known as Proprietary Accounting)

Financial accounting is the accounting for assets, liabilities, net position, revenues, and expenses as a basis for reports to external parties. (Appendix E, noted as “proprietary account”) It is a methodology that focuses on reporting financial information primarily for use by owners, external organizations, and financial institutions. This methodology is constrained by rule making bodies such as the Financial Accounting Standards Board, Securities Exchange Commission, and the American Institute of Certified Public Accountants. (MCAIG Glossary) For Federal Agencies, the rule making bodies include FASAB, the Department of Treasury, and the Office of Management and Budget (OMB).

190213. Fixed Cost

A fixed cost is a cost that does not vary in the short term (usually less than one year) with the volume of activity. Fixed cost information is useful for cost savings by adjusting existing capacity or by eliminating idle facilities. (SFFAS 4 Glossary)

190214. Full Cost

A. Full costs are the sum of all costs required by a cost object including the costs of activities performed by other entities regardless of funding sources. More specifically, the full cost of an output produced by a responsibility segment is the sum of (a) the costs of resources consumed by the responsibility segment that directly or indirectly contributes to the output, and (b) the costs of identifiable supporting services provided by other responsibility segments within the reporting entity and by other reporting entities. (SFFAS 4 Glossary)

B. Full cost is all direct and indirect costs to any part of the Federal Government of providing goods, resources, or services. (OMB Circular A-25)

190215. Indirect Cost

Indirect costs are costs that cannot be identified specifically with or traced to a given cost object in an economically feasible way. (SFFAS 4 Glossary)

190216. Inter-Entity Costs

Inter-entity is a term meaning between or among different federal reporting entities. It commonly refers to activities or costs between two or more agencies, departments, or bureaus. (SFFAS 4 Glossary)
190217. Intra-Entity Costs

Intra-entity costs are costs from organizational components within the reporting entity that provide support for the responsibility segment’s programs, projects, or activities. These costs include the direct and indirect costs of other organizational components of the reporting entity. (MCAIG Glossary)

190218. Job Order Costing

Job order costing is a method of cost accounting that accumulates costs for individual jobs or lots. A job may be a service or manufactured item, such as the repair of equipment or the treatment of a patient in a hospital. (SFFAS 4 Glossary)

190219. Latest Acquisition Cost

Latest acquisition cost is a method in which all units are valued at the invoice price of the most recent items purchased less any discounts, plus any additional costs incurred to bring the item to a form and location suitable for its intended use. (FASAB Appendix E)

190220. Managerial Cost Accounting

Managerial cost accounting is the process of accumulating, measuring, analyzing, interpreting, and reporting cost information useful to both internal and external groups concerned with the way in which the organization uses, accounts for and controls its resources to meet its objectives. Managerial cost accounting is the integration of budgetary accounting, financial accounting, and management reporting because it provides information for decision making purposes and performance measurement.

190221. Outcome

A. Outcome is defined in broad terms in Statements of Federal Financial Accounting Concepts (SFFAC 1), “Objectives of Federal Financial Reporting (OFFR)”, paragraphs 204-208, as accomplishments or results that occur (at least partially) because of the service efforts of government entities. Some authorities use terms like “impact,” “effect,” or “results” to distinguish the change in outcomes specifically caused by the government activity from the total change in conditions that can be caused by many factors. (SFFAS 4 Glossary)

B. Outcome is an assessment of the results of a program compared to its intended purpose. Outcomes should: (a) be capable of being described in financial, economic, or quantitative terms, and (b) provide a plausible basis for concluding that the program has had or will have this intended effect. For measuring outcomes for research and development programs, results may be reported by a narrative discussion of the major results achieved by the program during the year. (SFFAS 8, paragraphs 93 and 99)
190222. Output

Output is any good or service generated from the consumption of resources. It can include information or paperwork generated by the completion of the tasks of an activity. (SFFAS 4 Glossary)

190223. Performance Measurement

Performance measurement is a means of evaluating efficiency, effectiveness, and results. A balanced performance measurement scorecard includes financial and nonfinancial measures focusing on quality, cycle time, and cost. Performance measurement should include program accomplishments in terms of outputs (quantity of goods or services provided, e.g., how many items are efficiently produced) and outcomes (results of providing outputs, e.g., are outputs effectively meeting intended agency mission objectives). (MCAIG Glossary)

190224. Pricing

Pricing is the process to determine the amount at which to sell a product or service. (Adapted from SFFAS 3)

190225. Product

A product is any discrete, traceable, or measurable good or service provided to a customer. Often goods are referred to as tangible products, and services are referred to as intangible products. A good or service is the product of a process resulting from the consumption of resources. (MCAIG Glossary)

190226. Program

Program is defined as a mission program, whose products or services the Agency delivers as part of its strategic plan. (MCAIG Glossary)

190227. Project

A project is a planned undertaking, usually related to a specific activity, such as the research and development of a new product or the redesign of the layout of a plant. (MCAIG Glossary)

190228. Process Costing

Process costing is a method of cost accounting that first collects costs by processes and then allocates the total costs of each process equally to each unit of output flowing through it during an accounting period. (SFFAS 4 Glossary)
190229. Proprietary Accounting

See Financial Accounting (paragraph 190212).

190230. Recovery of Cost

Recovery of cost is the method of recovering the costs of any given expenditure. (Adapted from SFFAS 4)

190231. Relevant Costs

Relevant costs are those cost elements that are necessary for particular management analyses and/or decision making purposes when full cost is not appropriate. Relevant costs may include expected or potential costs that differ among alternative courses of action. (MCAIG Glossary)

190232. Resource

A resource is an economic element that is applied or used in the performance of activities. Salaries and materials, for example, are resources used in the performance of activities. (MCAIG Glossary)

190233. Responsibility Segment

A responsibility segment is a significant organizational, operational, functional, or process component which has the following characteristics: (a) its manager reports to the entity’s top management, (b) it is responsible for carrying out a mission, performing a line of activities or services, or producing one or a group of products, and (c) for financial reporting and cost management purposes, its resources and results of operations can be clearly distinguished, physically and operationally, from those of other segments of the entity. (SFFAS 4 Glossary).

190234. Service

A service is an intangible product or task rendered directly to a customer. (SFFAS 4 Glossary) (Also, see Product as defined in paragraph 190225.)

190235. Service Department

A service department is also known as an Intermediate Cost Object. A service department is an organizational unit of a facility that has the responsibility for providing support for the work of the production departments. Examples are purchasing, building and ground personnel, and power departments. All of these activities are necessary parts of the production process and primarily supportive of production departments. Service department costs must be allocated to production departments before overhead rates are determined. (MCAIG Glossary)
190236. Standard Costing

Standard costing is a costing method that attaches costs to cost objects based on reasonable estimates or cost studies and by means of budgeted rates rather than according to actual costs incurred. It is the anticipated cost of producing a unit of output. It is a predetermined cost to be assigned to products produced. Standard cost implies a norm, or what costs should be. Standard costing may be based on either absorption or direct costing principles, and may apply to all or some cost elements. (SFFAS 4 Glossary) Refer to Volume 11B and Volume 3, Chapter 19 for use of standard costing in the Working Capital Fund (WCF).

190237. Unit Price

Unit price is the cost of a selected unit of a good or service. (Adapted from SFFAS 3)

190238. Variable Cost

Variable cost is a cost that varies with changes in the level of an activity, when other factors are held constant. The cost of material handling to an activity, for example, varies according to the number of material deliveries and pickups to and from that activity. (SFFAS 4 Glossary)

1903. MANAGERIAL COST ACCOUNTING OVERVIEW

190301. Managerial Cost Accounting Concepts

A. As described in SFFAS 4, the concepts and standards of managerial cost accounting explain the relationship among budgetary, financial, and cost accounting. Managerial cost accounting is the process of accumulating, measuring, analyzing, and reporting cost information useful to both internal and external groups concerned with how DoD uses, accounts for, and controls its resources to meet its objectives. Cost information is an essential component of a well-managed, cost effective organization. Cost accounting is used to achieve cost effective performance and provide full financial program accountability.

B. Budgetary, financial, and managerial cost accounting use information from common transactional data sources. The combined use of the three types of accounting tie cost related data to the Department’s audited financial statements, general ledger, and sub-ledgers to achieve cost accountability and transparency to stakeholders.

190302. Managerial Cost Accounting Standards

A. SFFAS 4 requires the Federal Government to implement cost accounting for management information purposes. The standard provides flexibility based on organization size, capabilities, and resources. Agencies are allowed to be flexible in designing a cost accounting methodology that reflects and aligns with the mission needs and operations of the organization as the DoD structure and purpose is extensive and diverse.
B. The following are the five managerial cost accounting standards referenced in SFFAS 4 and their section:

1. Accumulate and report costs of activities on a regular basis for management information purposes (see section 1904),

2. Establish responsibility segments (e.g., Department of the Army, Battle Carrier Group, Depot Maintenance Activity Group, Supply Management Activity Group, or Combatant Commanders) to match costs with outputs (see section 1905),

3. Determine the full cost of goods and services (see sections 1904, 1905, and 1906),

4. Recognize the cost of goods and services provided among federal entities (see sections 1905 and 1906), and

5. Use appropriate costing methodologies to accumulate and assign costs to outputs (see section 1905).

190303. Uses of Managerial Cost Accounting

In managing DoD programs, cost accounting information assists managers and other stakeholders in making informed decisions in the areas of budget and cost control, performance measurement, reimbursement and fee/price setting, program evaluations, and economic choice decisions. By complying with SFFAS 4, an organization should be able to answer the following types of questions:

A. Given the current spend plan and rate of execution, at what interval (if applicable) could the program experience a cost over-run?

B. What are the full costs to deliver goods and/or services by organization, line of business, or region?

C. How well is the organization managing its available resources in terms of mission effectiveness and cost efficiency?

D. How well has the organization met its strategic plan and the expected outcomes based on resources available?

190304. Cost Assignment and Costing Methodologies

A. Cost assignment methods link expenses from a financial accounting perspective using the USSGL, as further defined in the DoD Standard Chart of Accounts (SCOA), to outputs of an organization. According to SFFAS 4, users should assign costs with one of the following methods listed in the order of preference:
1. Directly tracing costs wherever feasible and economically practicable,

2. Assigning costs on a cause and effect basis, or

3. Allocating costs on a reasonable and consistent basis.

B. Costing methodologies are processes used to accumulate and allocate costs to specific outputs. Although SFAS 4 does not require the use of a particular costing methodology, it does offer several costing methodologies to meet the broad range of diverse operations within DoD. The four costing methodologies described in section 1905 include (a) job order costing, (b) process costing, (c) standard costing, and (d) ABC. The DoD must select the costing methodologies that best meet the organization’s operational need and mission requirement.

190305. Data Systems and Sources and Cost Finding

A. Data sources from financial and operational systems support reporting, performance measurements, budgeting, and financial accounting. An efficient data system standardizes data elements shared between budgetary, financial accounting, and managerial cost accounting. Costs are traced using the accounts described in the USSGL as the standard. This allows data systems to produce concise and informative financial and performance reports. Cost accumulation should comply with the Standard Line of Accounting (SLOA) Accounting Classification and the Standard Financial Information Structure (SFIS) Implementation Policy. Additional information regarding SLOA, USSGL, and SFIS are available in Volume 1, Chapters 4 and 7.

B. When data systems are unable to provide the needed cost information, cost finding techniques may provide the needed results through analytical or sampling methods. Cost finding techniques may also be useful for computing costs when the information is not needed on a recurring basis. Cost finding techniques are also useful for budget estimates, Business Case Analysis, Cost Benefit Analysis, and/or Analysis of Alternatives (AOA) but should not replace consistent and regular managerial cost reporting when available.

1904. COST REPORTING AND ANALYSIS

190401. Cost Reporting and Analysis Overview

A. Cost reporting and analysis provides tools to better understand the costs of resources, activities, and cost objects (such as programs, products, and services) for reporting budgetary, financial, and managerial cost accounting information and for making informed business decisions. Additional benefits are derived when planned and actual performance data is aligned, such as the ability to capture full costs of products and/or manpower, transparency into pricing and fees, and consistency in standardized cost reporting for historic and forecasting value. Benefits derived will vary based on organization, model maturity, and department mission.
B. Managerial cost accounting improves both federal financial management and managerial decision making processes by providing:

1. An understanding of the reporting requirements as seen by management,
2. The type of information that management is interested in having reported, and
3. An approach to developing the analysis that will eventually support the reporting and performance structure.

190402. Relationship Between Budgetary, Financial, and Managerial Cost Accounting

Managerial cost accounting is the integration of budgetary accounting, financial accounting, and management reporting because it provides information for decision making purposes and performance measurement.

A. Relationship Between Financial and Managerial Cost Accounting

1. Financial accounting provides the ability to track the effects of financial events on the financial position of the Federal Reporting Entities and results of operations, including assets, liabilities, changes in net position, revenues, and expenses. (MCAIG Glossary, page A-xc) Financial accounting, through the USSGL and the DoD SCOA, provides a normalization of the general ledger across the Department to provide a trial balance from which the Department and its reporting components produce their financial statements.

2. Managerial cost accounting is the process of accumulating, measuring, analyzing, interpreting, and reporting cost information useful to both internal and external groups concerned with the way in which the organization uses, accounts for and controls its resources to meet its objectives. (MCAIG Glossary, page A-xcvi)

B. Relationship Between Budgetary and Managerial Cost Accounting

1. Accounting for costs in appropriation accounts often is undertaken for congressional reporting purposes related to obligations and expenditures recorded against such accounts, but it is not always the most effective way to accumulate cost information about and for analysis of entity operations. While appropriations made for budgetary accounts designate and control the level of federal resources available for specific purposes, measuring the execution of budgetary resources does not necessarily facilitate an understanding of the full costs of federal resources needed to achieve policy or program goals.

2. Managerial cost accounting can play an important role in the budget process and assist congressional and executive decision makers who allocate federal resources during budget formulation by informing them of the full cost of federal resources required to
support policy and program goals. Managerial cost accounting also assists the budget execution process by consistently accumulating and reporting the costs of the federal resources consumed, and by comparing actual against planned federal resource consumption (MCAIG Glossary, page I-19). Managerial cost accounting uses the defined data elements prescribed by SLOA Accounting Classification and can produce a more detailed Statement of Net Cost (SNC) for budget reconciliation.

190403. Users of Cost Reporting and Analysis Overview

A. Useful Information

One of the primary objectives of managerial cost accounting is to provide useful information that supports improved federal financial management reporting and managerial decision making processes. Regardless of a stakeholder’s function, users need accurate reporting to identify cash, disbursements, collections, full cost of resources, activities, capabilities, and operations for various needs. Specifically, for the DoD reporting components, some of these needs include:

1. Making better decisions at the cost element levels,
2. Knowing the cost of operations and accounting for the cost of activities,
3. Linking budget planning and budget allocations to actual expenditures, providing cost traceability,
4. Responding to both external and internal cost related inquiries, and
5. Making costs visible to DoD leadership, component leadership, operational commanders, and program managers.

B. Internal Users of Cost Reporting and Analysis

1. DoD financial managers are the primary users of internal cost information. They are responsible for carrying out program objectives with resources entrusted to them. Accurate, reliable, and timely cost information helps them ensure that resources are spent to achieve expected results and outputs, and alerts them to waste and inefficiency.

2. Government executive managers depend on internal cost reports for determining the costs of specific resources, activities, capabilities, and for understanding changes in those costs.

C. External Users of Cost Reporting and Analysis

Congress makes policy decisions on program priorities and allocates resources among programs through the appropriations process. These officials and ordinary citizens need cost information to compare alternative courses of action and to make program authorization decisions
by weighing costs against benefits derived. They also need cost information to evaluate program performance in terms of outcomes (such as results and benefits) and not necessarily outputs (such as goods and services).

190404. Costing for Decision Making Purposes Overview

A. To interpret cost data appropriately, it is important to distinguish between direct and indirect costs, fixed and variable costs, and full and relevant costs. Analysis of these cost components helps managers understand the demand their program places on federal resources of other organizational units and contributes to their organizational costs. The accurate recording and availability of detailed historical cost information is important in providing insight into budgets, cost estimates, and performance metrics.

B. The cost information should allow an organization to be able to address the following statements:

1. Given the current spend plan, the program expense status is…

2. The full costs to deliver goods and/or services by an organization, line of business, or region are…

3. The organization’s management of its available resources is…

C. In managing Federal Government programs, cost information assists managers in making decisions in these areas: budget and cost control, performance measurement, reimbursement and fee/price setting, program evaluations, and economic choice decisions.

190405. Budget and Cost Control

A. Budget planning and control serves an important function within the Federal Government. Information on the costs of recent or current program activities will be used as a basis in estimating future budgets. Historical costs are a good measure of program performance and provide insight into the future expenses.

B. Once budgets are approved and executed, current cost information serves as feedback on the budgets. Budgets provide an annual spending constraint per Anti-Deficiency Act (Title 31 United States Code, Section 1517(a)), whereas DoD financial managers will use the feedback derived from the current costs to budget analysis to control and reduce costs, as well as, find and avoid waste. With appropriate cost information collected through managerial cost accounting, federal managers can:

1. Explain variances between actual and budgeted costs of a cost object,

2. Compare cost changes over time and identify their causes,

3. Compare costs of similar activities and identify cost differentials, and
4. Produce budgets at a detailed level which will improve accuracy, insight, and increased transparency of an agency’s expenditures.

C. Organizations should produce a SNC (actual to budget) by appropriation, budget object class as defined by SFIS, activity, organization and/or Command, and good or service. This serves as a performance measure and control for financial managers.

190406. Performance Measurement

A. GPRA requires Federal Agencies to develop five year strategic plans and annual performance plans and report annually on actual performance compared to goals. GMRA allowed the Executive Branch to reduce duplicative or obsolete reports to provide for more efficient workload distribution or improve the quality of reports. Shortly thereafter, the FFMIA was enacted to help improve compliance with accounting standards resulting in reporting full costs of programs and activities, which increases accountability and improves cost efficiency, performance, and productivity. FFMIA builds upon and complements the CFO Act, GPRA, and GMRA, and increases the capability of agencies to monitor execution of the budget by more readily permitting reports that compare spending of resources to results of activities. Cost information is necessary to aid organizations in evaluating and comparing actual costs to planned performance measures, outputs, and outcomes to meet these regulations.

B. In defining annual performance plans, program managers can establish performance goals based upon an understanding of both the direct and indirect costs of their programs, and thereby align strategic resources to results.

C. Results are often stated in terms of an “output,” because they are easier to identify and measure. Leading practice in performance management prefers to measure an “outcome” or a result or measureable goal, which is often more difficult to identify and measure. The utilization of managerial cost accounting can provide the performance details useful to leadership for determining whether the organization achieves an “outcome” or not. Defined cost goals will assist managers in deploying resources more efficiently to achieve the desired performance.

D. An annual performance plan defines measurements for each major activity, good, and service. Plans and performance goals are developed based upon anticipated resource levels. In the budget formulation process, program managers begin to connect federal resources to results. Managerial cost accounting policies require that financial managers base their planning upon all federal resources allotted to their programs. This includes resources for both direct and indirect costs. The indirect allocated support for activities, goods, and services that are separately appropriated or covered through relevant activities are often overlooked and not included. A complete and fully inclusive performance report will include both direct and indirect (from all sources within program or support programs) costs of the cost object. When the cost of a program is managed through managerial cost accounting, and cost goals are defined, the costs of the activity, good, and service can be monitored and managed more efficiently.
E. Performance measurement can be viewed as the government equivalent of private sector profitability measurements. However, selecting appropriate measurements is quite difficult and requires exercise of judgment. Cost itself can be a performance metric, but cost should also be combined with an effectiveness measure, such as the percent of a goal achieved at a level of expected performance, to ensure the resulting output is cost effective.

F. As suggested by SFFAS 4, paragraph 35, the goods and service efforts and accomplishments of a cost object can be evaluated with some of the following measures:

1. Measures of organization’s efforts (which include the costs of resources used or consumed, and non-financial measures),

2. Measures of accomplishments which are outputs (the quantity of goods and services provided) and outcomes (the results of those goods and services), or

3. Measures that relate efforts to accomplishments, such as cost per unit of output or cost effectiveness.

190407. Reimbursements and Fee/Price Setting

A. Cost information is an important element of the decision making process for setting prices and user fees for government provided goods and services. Pricing and costing, however, conceptually use cost information differently. In the Federal Government, setting prices is a policy matter, sometimes governed by statutory provisions and regulations, and at other times, by department or managerial policies.

B. SFFAS 4, paragraph 37 and OMB Circular A-25 requirements include:

1. With respect to goods and services that the government provides in its sovereign capacity to a particular group of individuals as a special benefit, user charges should be sufficient to recover the full cost of those goods and services.

2. With respect to goods and services that the government provides under business-like conditions, user charges for those goods and services need not be limited to the recovery of full cost and may yield net revenue. WCFs are revolving funds that rely on a cost recovery methodology to finance operations. WCF activities are designated as zero profit/loss or breakeven activities. The full costs of the goods and services delivered are reimbursed through the associated sales. Those sales represent receipts from the appropriated funds. For this to happen, it is critical that reimbursement rates be as accurate as possible. If the rates are set too high, the organization will overcharge its customers. If rates are set too low, costs will not be fully recovered. To set rates accurately, the DoD needs to have a comprehensive understanding of the goods and services that are delivered, the activities and tasks required for delivery, and the resources consumed by those activities. For more information on Defense WCF see Volume 3, Chapter 19 and Volume 11B.
C. Cost information is also important in calculating reimbursements for goods and services provided by one federal agency to another. Hence, reimbursable accounting allows one federal organization to recover its cost from another federal organization for the direct and indirect costs of providing those goods and services. The reimbursable fee structure, best displayed in the reimbursement of communication, data, and accounting services by some of the DoD agencies, is specifically established for providing those goods and services. Even if fees or reimbursements do not recover the full costs due to policy or economic constraints, management needs to be aware of the difference between cost and price. With this information, program managers can properly inform the public, Congress, and federal executives about the costs of providing the goods or services. For more information on reimbursable fees, see Volumes 11A and 11B.

190408. Program Evaluations

The cost of federal resources required by programs is an important factor in making policy decisions related to program authorization, modification, consolidation, or discontinuation. These decisions are usually subject to policy constraints. They often require the consideration of both social and economic costs and benefits affecting different sectors of the economy and society. For complete program cost evaluation, it may be necessary to obtain advice from outside the entities’ data systems. The Office of the Director, Cost Assessment and Program Evaluation (CAPE), provides independent analytic advice to the Secretary of Defense on all aspects of the Defense program, including alternative weapon systems and force structures, the development and evaluation of defense program alternatives, and the cost effectiveness of defense systems.

190409. Economic Choice Decisions

As noted in SFFAS 4, agencies and programs often face decisions involving choices among alternative actions, such as whether to do a project in-house or contract it out, to accept or reject a proposal, or to continue or discontinue a good or service. Making these decisions requires cost comparisons among available alternatives. In the case of outsourcing, decisions may involve comparing the incremental cost and benefits of continuing a government activity with the incremental cost and benefits of turning the project over to a private sector business. In federal terms, it may use an AOA, for example, in the selection of software application, an upgrade to an enhanced good or service, or a capital investment project. Cost studies of various types can help to decide whether to accept or reject a proposal for a government capital project, to continue or drop a government good or service, or to contract with a private sector vendor.

1905 COST ASSIGNMENT AND COSTING METHODOLOGY

190501. Cost Assignment and Costing Methodology Overview

A. A planned and managed managerial cost accounting system provides detailed cost models, budget preparation, and financial reports for identified cost objects within the reporting segment. DoD financial managers need to establish the costing methodology and standards for cost recognition and performance measurements appropriate for each segment’s
operational needs. Financial managers should take into consideration the following when establishing their cost accounting practices:

1. Nature of the entity’s operations,

2. Precision desired and needed in cost information (accuracy, frequency, granularity, transparency, and cost benefit of obtaining data),

3. Practicality of data collection and processing,

4. Availability of service departments for indirect services,

5. Cost of installing, operating, and maintaining the cost accounting processes, and

6. Any specific information needs of management.

B. SFFAS 4 states that cost accumulation and assignment methods are economically feasible if the benefits resulting from implementing the methods outweigh the costs. It is not advantageous to use a costing method if it requires a large amount of resources to produce information of little value to users. Agencies should establish a costing methodology system that is appropriate for their operational needs at the right investment of resources to produce.

C. Consistently using costing methodologies provides reliable results in performance measurement. Consistency provides cost information that is comparable year after year, which establishes relevant historic data and reliable forecasting. This requirement for consistency does not preclude improvements or refinements to the system and methodology. Documenting changes is a requirement and may also require noting in the financial statements. Documenting the changes assists in appropriately incorporating the new processes over historic years and provides support to any forecast adjustments.

190502. Cost Accumulation

A. SFFAS 4 states that cost accumulation is the process of collecting cost data in an organized way and responsibility segments are required to accumulate costs. Cost accumulation does not involve cost assignment or allocation from other supporting segments.

B. Of the five standards in SFFAS 4, two reference cost accumulation:

1. Accumulating and reporting costs of activities on a regular basis for management information purposes, and

2. Using appropriate costing methodologies to accumulate and assign costs to outputs.
C. Cost accumulation occurs through establishing costing methods for cost objectives or outputs, or by using cost findings to estimate costs for allocation. For more information on cost finding techniques, see section 1906.

D. SFFAS 4 requires organizations to accumulate costs for the identified types of outputs produced for various programs or projects. Organizations may establish a network of cost centers to accomplish this cost accumulation task. Cost centers are a tool that groups relevant costs that support a consistent output or objective. Cost centers can be used to simplify the various costs incurred by aggregating costs into a cost center that provides a product, be it a service or a good. A project management office is a common type of cost center.

E. Responsibility segments should accumulate the costs of resources consumed by the type of resource, such as costs of employees, employee benefits, and office space or rent. Accumulating the costs incurred by resource type supports detailed reporting and provides transparency of cost by type. Segments should also accumulate outputs and products to capture the full cost, if the purpose is to support billing a customer. (Refer to Volumes 11A and 11B) Where practical, the costs should be captured at a measure of unit.

190503. Cost Assignment Authoritative Guidance

A. The USSGL is the basis from a financial accounting perspective when assigning costs to the activities and/or the cost objects of an organization. The DoD USSGL Transaction Library is a decomposition of the USSGL accounting transactions for DoD. The DoD USSGL Transaction Library breaks down the generalized USSGL transaction postings that contain multiple debits and credits, into appropriate pairings of debits and credits of budgetary, proprietary, and memorandum accounts. The result is general transactions mapped to individual DoD Transaction Codes. SFIS is a common business language that enables budgeting, performance based management, and the generation of financial statements using the USSGL. For more information on SFIS and USSGL, see Volume 1, Chapters 4 and 7.

B. SLOA Accounting Classification was developed to improve financial information, improve interoperability between business systems, provide better end-to-end funds traceability and linkage between budget and expenditures, comply with Treasury requirements, and help achieve audit readiness through business process reengineering. SLOA provides additional granularity to accounting transactions that improves the appropriate assignment of costs for a segment.

190504. Cost Assignment Methods

A. Cost assignment is the process and procedure to identify the accumulated costs and cost objects (an activity or item whose cost is measured). As per SFFAS 4, there are three methods to assign costs to outputs listed in order of preference:

1. Directly tracing costs wherever feasible and economically practicable,
2. Assigning costs on a cause and effect basis, and

3. Allocating costs on a reasonable and consistent basis. (See Table 19-1 for more on the prescribed methods)

Table 19-1. Cost Assignment Methods

<table>
<thead>
<tr>
<th>Method</th>
<th>General Cost Behaviors</th>
<th>Accuracy/Frequency</th>
<th>Granularity/Transparency</th>
<th>Project/Program Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directly Traceable</td>
<td>Job Order Direct and/or Indirect Actual or Standard</td>
<td>High</td>
<td>High to Moderate</td>
<td>Activity / Task Level</td>
</tr>
<tr>
<td>Cause and Effect</td>
<td>Job Order Direct and/or Indirect Process Direct and/or Indirect Variable Actual or Standard</td>
<td>High to Moderate</td>
<td>High to Moderate</td>
<td>Task / Delivery Order</td>
</tr>
<tr>
<td>Allocation</td>
<td>Job Order Indirect Process Indirect Fixed Actual or Standard</td>
<td>Lowest</td>
<td>Lowest</td>
<td>Project / Program</td>
</tr>
</tbody>
</table>

B. Agencies and responsibility segments select the appropriate cost assignment method(s) based on their operational needs. This generally occurs when establishing the operational needs and tends to follow historic practices (if reliable historic data is available); however, cost assignment methods can change if the operating environment or regulations change. SFFAS 4 requires organizations to identify the full cost of outputs (the goods or services produced, the missions or tasks performed, and the customers or markets served) including:

1. Direct and indirect costs incurred within the responsibility segment,

2. Intra-entity costs from other responsibility segments, and

3. Inter-entity costs recognized by the receiving entity.

C. Responsibility segments that produce only one output assign costs of the resources used in production to the output. Responsibility segments that deliver intermediate goods or provide supporting services assign the costs to the segments that receive the goods and services. Inter-entity costs are assigned to the responsibility segments that use the inter-entity goods and services. A receiving entity should also recognize assigned inter-entity costs from other Federal Entities.

D. It is a requirement to document changes to a cost assignment method. Documenting changes may also require noting in the financial statements. It is important to maintain a consistent cost assignment method, where possible, for reporting and pricing efforts.
190505. Directly Traceable Cost Assignment

A. Direct tracing applies to resources directly used in the production of an output. Examples include materials used in production, employees providing direct effort, facilities, and equipment used exclusively in the production of the output, and goods or services received from other entities (inter-entity) directly used in support of the output. Direct tracing also applies to specific resources dedicated to particular outputs, such as resources tracked to a single task or objective.

B. Direct costs tend to originate internally by program, responsibility segment, or reporting entity; however, outside entities may also assign direct costs to a segment. Additionally, the directly traceable method is not limited to direct costs. Indirect costs from these outside entities can also use the directly traceable method to capture costs in more detail. Regardless of origin or funding profile, all direct costs are included in the cost of the output.

C. As noted in Table 19-1, directly tracing costs provides the highest level of granularity and yields the highest level of reporting information; however, it is not necessary to apply a direct tracing methodology to all elements of a cost object or output. For example, directly tracing office supplies to a particular weapon system upgrade would not be cost effective, but if a program or activity explicitly budgets for administrative or clerical services, then direct traceability is relevant for costing purposes.

190506. Cause and Effect Basis Cost Assignment

A. Costs that cannot be traced directly to a final output (such as activities or work elements), or it is cost prohibitive to do so, but a relationship can be made between the resource costs and outputs, are assigned to intermediate cost objects. The cause and effect basis recognizes that activities have incurred costs, outputs have required these activities, and therefore, a reasonable relationship can be derived between the two. The causal beneficial relationship permits the activity costs to be accumulated and assigned using the cause and effect basis.

B. Establishing an intermediate cost object requires the identification of homogenous activities to an output and determining the rate of allocation to receiving cost objects. For example, a laboratory’s costs can first be assigned to various tests it runs. The costs of the tests can then be assigned to the operating units that ordered the tests.

C. The cause and effect basis is useful when production is consistent and manageable. The cause and effect basis must not be used if cost cannot be normalized or linked to a final output; instead, costs are assigned using a more general process.

190507. Cost Allocation

A. Cost allocation is the process of assigning costs that cannot be directly traced or assigned using the cause and effect basis. General and Administrative support services used by various common segments apply the cost allocation method to assign costs to benefiting cost objects.
Cost allocation is a process that provides the least detail in costs incurred and is used for indirect costs only.

B. General and Administrative support costs are allocated initially to the segments and then to the outputs of that segment on a pro rata basis. This involves two steps:

1. Allocate the accumulated costs of support services to the segment, and
2. Allocate the accumulated costs to the outputs of each segment.

C. The usual basis for cost allocations is the relevant common denominator. The basis of cost allocation may include the number of employees, direct hours worked, or the amount of direct costs incurred in segments. The common denominator is also referred to as the allocation base. Grouped costs should be accumulated and assigned using a consistent and relevant base. The allocation frequency and base should remain consistent to allow cost comparison over a period of time.

D. Cost allocation is similar to cause and effect in that it may use an intermediate cost object to accumulate costs; however, it differs in that a single benefiting segment or output is unable to be identified for allocation purposes. Cost allocation method is commonly used for general and administrative costs. A responsibility segment may use more detailed costing methods to accumulate costs within the intermediate cost object for more detailed internal reporting, but the allocation remains based on the accumulated cost.

E. Costs accumulated for intermediate cost objects must be homogeneous. Examples in homogeneity accumulation include, but are not limited to: human resource departments, program management offices, and general and administrative offices. Activities within these examples are often difficult to measure in meaningful amounts per unit or per cost object.

190508. Costing Methodologies and Cost Behaviors

Costing methodologies described in SFFAS 4 are intended to improve cost data detail used in budgetary, financial, and managerial accounting purposes. It is important to note that the costing methodologies described in paragraphs 190509 through 190512 are not mutually exclusive nor all inclusive, and can be utilized in combination based on the objective, job order, or process costing and can be applied to both ABC and standard costing systems.

190509. Job Order Costing

A. Job order costing is a costing methodology that accumulates and assigns costs to discrete jobs. Job order costing accumulates costs for each job-work order, internal order, contract, unit of production, or batch. Job order costing is used if:

1. The production or service is being performed to meet customer specifications or requirements,
2. Different components are made for inventory,

3. Projects are undertaken to construct real property, or

4. Tracking a work or job order is required for an organizational unit.

B. In a job order costing system, different products with varying degrees of production time and different amounts of direct materials consumed are tracked separately by work orders. Job order costing provides more control, less estimation, and more direct and reliable allocation of costs.

C. Direct materials and supplies owned by the performing activity, acquired from a Defense WCF or from an inventory account financed by appropriated funds, are charged to a job order in accordance with established costing procedures for the segment.

D. The structure for job order data must be consistent with the SFIS and the SFIS Business Rules. Volume 1, Chapters 4 and 7 provide specific guidance on SFIS and the DoD SCOA. Where relevant, subsidiary ledger accounts or proprietary accounts will need to be incorporated into the structure for job order data.

E. A job order number is given to each identified cost object, similar to a project Work Breakdown Structure, in which a number is assigned to each task that is being tracked or reported. Job order numbers are the framework for identifying each job and a means of accumulating departmental direct labor, direct material, and overhead (indirect, general, and administrative) cost by job order. Detailed DoD specific transactions are available in the DoD USSGL Transaction Library and must be consistent with Volume 1, Chapters 4 and 7. Refer to Volumes 11A and 11B - for reimbursable policies applicable to activities financed with annual appropriations and WCFs.

190510. Process Costing

A. Process costing accumulates costs by individual processing cost center. These processing cost centers are involved in a continuous flow of effort, with each center contributing towards the completion of the end products. The output of a processing center either becomes the input of the next processing cost center or becomes a part of the end product. Process costing works best when the end product is clearly measurable and identifiable.

B. Process costing is appropriate for production of goods or services with the following characteristics:

1. The production involves a regular pattern of repetitive processes or procedures to deliver a large volume of goods or services, or

2. The output consists of homogeneous or similar goods or services.
C. Each cost center accumulates costs, assigns the costs to its outputs, and calculates the unit cost of its output (good or service). For each period, cost centers prepare a cost and performance report showing the costs, the completed effort, and the work-in-process volume (if any). When completed goods or services are transferred from the cost center to the benefiting cost object, the costs of those efforts are also transferred and are eventually incorporated into the costs of the end product.

D. Process costing used for financial accounting purposes must be fully integrated with other modules of the financial accounting system—it must interface with the payroll and fund control modules. Cost accounting functionality subsidiary accounts are controlled by general ledger accounts.

E. Detailed DoD specific transactions are available in the DoD USSGL Transaction Library. The components for process costing structure must be consistent with the SFIS and the SFIS Business Rules.

190511. Standard Costing

A. The standard costing method attaches costs to cost objects based on reasonable estimates by means of planned rates rather than actual costs incurred. The standard rate is the anticipated cost of producing a good or service of output. Standard cost is used when goods, services, or end product have reached a state of normalcy where planned costs can be estimated with consistency and reasonableness. Standard costing may be based on either absorption or direct costing principles, and may apply to all or some cost elements.

B. Standard costs are predetermined or planned costs established for activities, goods, services, or end product. Standard costing can be done for components such as direct materials, direct labor, and indirect costs. Standard costs are a fixed price per unit and are commonly used in production or service center models.

C. In standard costing, a standard cost per unit of measure (square feet, hours, or yards) is established in the budget planning phase for expected costs and utilization. Organizations that establish a standard costing methodology will need to evaluate their costs periodically to assess that expenses are consistent with the planned cost or are in alignment with the business operations. (Refer to Volumes 11A for Reimbursable Operations and 11B for WCF activities)

190512. ABC

A. ABC is a costing methodology used for managerial accounting purposes. It focuses on activities of an organization, based on the following:

1. Organizational activities produce an output, and
2. Activities consume resources.
B. ABC uses cost drivers to assign costs through activities to outputs.

C. The ABC cost assignment process is a two-stage process. The first stage identifies activities performed and their relevant resources consumed within a segment. The second stage identifies outputs and the necessary activities to complete them.

D. Identifying activities within a segment may require an in-depth analysis of the operating processes, as some processes may consist of one or more activities. Activities may be classified into unit level, batch level, product sustaining, and facility sustaining activities. Management may combine related small activities into larger activities to avoid excessive costing efforts.

E. It is necessary to assign resource costs to activities to capture the full cost of the final output. Assigned resource costs should include direct and indirect costs as well as any inter- or intra-department costs relevant to the activity. Resource costs are assigned to activities in three ways, depending on feasibility and cost benefit considerations:

1. Direct tracing,
2. Standard costing or cost finding report, or
3. Allocations.

F. In an ABC cost assignment, activities are mapped to outputs. Outputs are any good or service generated by a segment, and can include information or paperwork generated by the completion of the tasks or customers (persons or entities to whom a federal agency is required to provide goods or services). Omitting a resource cost, activity, or output in the ABC process will result in overcharging costs to other outputs.

G. Activity costs are assigned to outputs using activity drivers based on individual outputs’ consumption or demand for activities. For example, a driver may be the number of times an activity is performed or the length of time an activity is performed in the production of an output. These are referred to as transactional and durational drivers, respectively.

H. ABC can be used in conjunction with job order costing or process costing. Job order or process costing would be costing activities that occur in the production of a final output. For example, a contracting office has many activities that lead into the finalization of a contract. There are routine processes relevant to all contracts, such as document formatting, printing, and delivery activities, that are likely allocated using a standard cost methodology (established rate per output), while other activities such as research and negotiation are not common and vary depending on contract type, are allocated using ABC methods.

I. By tracing costs through activities, ABC can provide more accurate good or service costs. Some ABC methodologies rank activities by the degree to which they add value to the organization or its outputs, encouraging management to evaluate the efficiency and cost effectiveness of activities. An ABC method starts with identifying and examining the following:
1. What value-added activities are needed in order to accomplish a mission, deliver a service, or meet customer demand?

2. How can activities be modified to achieve cost savings or product improvements?

3. What activities do not actually add value to services or products?

4. Where can our cycle time analysis and value-added analysis be incorporated?

1906 DATA SYSTEMS AND SOURCES AND COST FUNDING

190601. Data Systems and Sources

A. Data systems are the source of cost information used for reporting to management on performance, budget, and financial management for programs and activities within a reporting entity. Data systems are generally a collection of automated data sources, systematic tools, and other statistical sampling techniques used to support reporting and cost analysis for the DoD.

B. SFFAS 4 states the information flow within a financial management system begins with a basic common data source/system. A data system consists of all financial and programmatic source information used by the budgetary and financial accounting processes. It may also include non-financial data, such as human capital, logistical, and operational data that is necessary for full cost reporting.

C. As noted in SFFAS 4, data systems will be used to support:

1. Performance measurement,

2. Cost reduction and control,

3. Determination of reimbursements and fee or price setting,

4. Program authorization, modification, and discontinuation decisions, and

5. Decisions to contract out work or make other changes in the methods of production.

D. System based reporting should be used first before relying on cost finding reports. Cost finding techniques may be used for a number of different circumstances, but do not have the same level of accuracy or precision as reporting derived from the data system. (See paragraph 19606 for more information on cost finding.)
E. Data entered into a data system must comply with SLOA Accounting Classification and SFIS. Additional information regarding SLOA, USSGL, and SFIS is available in Volume 1, Chapters 4 and 7. When managerial cost accounting is used to supply information for use by financial accounting and reporting, that information should be consistent with the basis of accounting and recognition/measurement standards required by federal accounting principles applied within the DoD.

190602. Data System

A. A data “system” is an organized grouping of methods, source information, and activities surrounding data collection used to produce reliable cost information on a consistent basis. Data systems include a collection of system tools and sources used for automating managerial cost accounting reporting, but can also include manual processes, such as cost finding reports. Data systems will integrate sources of information across an organization and may need to include data sources that cross multiple reporting segments of an entity in order to provide the proper cost information, such as accounting information, time records, or asset data. A data system can also include evaluation and decision source information derived as a result of prior reporting and feedback.

B. Cost information developed for managerial cost accounting purposes from established data systems should be reconcilable to financial, budgetary, or managerial accounting items. When possible, information produced from a data system should be corroborated with other reporting tools to validate the content in the systems (quantity of line items or sum of dollars). This task may be included in a recurring internal control assessment to reduce redundancy. DoD financial managers will decide the best approach based on the complexity of the data and its reliance.

C. DoD data systems, to the extent practicable, should be integrated with an organization’s accounting, budgetary, and financial system(s). As SFFAS 4, paragraph 72 prescribes, a system should take into consideration:

1. The nature of the entity’s operations,
2. Precision needed in cost information,
3. Practicality of data collection and processing,
4. Availability of electronic data handling,
5. Expected cost of the system itself, and
6. Any specific management information needs.

D. Data systems will support cost analyses used to compare actual to predetermined or anticipated costs. To meet managerial cost accounting needs, data systems should use uniform and basic cost, transactional, or programmatic data. Examples of these data
points are units of output produced and input used including the amount of labor in terms of employees or employee hours.

190603. Data Sources

A. Data sources contain information needed to attain specific objectives through reporting useful information. Common data sources will include information about financial transactions found in the standard general ledger along with various other data types. The use of the term “data source” is not limited to the use of computerized systems for information, but includes a broad array of sources of information (for example, manually prepared reports or audit findings).

B. Data sources integrated into the data system must be relevant to the reporting segment and its reporting requirements. Data sources may originate from within the reporting segment or from an external entity. Data sources must be capable of retaining pertinent data over periods sufficient to provide historical reference and allow for forecasting. Data sources that are not systematic should be examined for content, accuracy, and reliability on a recurring basis.

C. Reporting needs will vary depending upon the circumstances and purpose for which the measurement is used. Data sources established within an entity’s data system may need to change as the operational needs change. However, as stated in SFFAC 1, the focus is on developing generally accepted accounting standards for reporting on the financial operations, financial position, and financial condition of the Federal Government and its component entities and other useful financial information. This implies a variety of data sources that complements the information available in the budget will be required and must be adapted to fit OFFR, SFIS, and SLOA standards.

190604. Reporting Relationship

A. Proper financial management requires that the three accounting processes work closely together to provide useful reporting to both internal and external users using the data systems established. Per FASAB, OFFR should consider the needs of both internal and external users and the decisions they make and consider the information needs of both internal and external users. The established data systems must follow the DoD USSGL Transaction Library and DoD SCOA for consistency of the cost information. Additionally, per OFFR, common users of this information will be program managers, executives, Congress, and citizens.

B. Federal financial reporting derived from managerial cost accounting data systems will encompass general and special purpose report capabilities to meet the needs of the four user groups (program managers, executives, Congress, and citizens). Information produced by managerial cost accounting appears in or influences both general and special purpose reports.

C. Data systems for managerial cost accounting should provide sufficient cost detail on a timely basis to support performance reporting. Measuring and reporting actual performance against established goals is essential to assess governmental accountability. Cost
information is necessary in establishing strategic goals, measuring service efforts, determining whether expected outcomes were achieved, and relating efforts to accomplishments.

D. Data systems that use different accounting bases or different recognition and measurement methods than the norm should be reconcilable and should fully explain the accounting bases and measurement methods. Regardless of the type of report in which it is presented, cost information should ultimately be traceable back to the original source.

E. As per SFFAS 4, to be reconcilable, the amount of the differences in the information reported should be ascertainable and the reasons for the differences should be explainable. In some situations, informational differences may be clearly understandable without further explanation. However, other cases may require a narrative statement concerning the differences. In complicated situations, a schedule or table may be required to fully explain the differences. Any variances observed in data system reports to budgetary, financial, or managerial accounting reports must be documented noting the reason for the variance (if discernable), the source of the variance, and the resolution, if applicable.

190605. Cost Finding

A. Cost finding is a tool used to perform cost examinations when a data system cannot provide sufficient data. Cost finding techniques produce cost data by analytical or sampling methods. Cost finding techniques are only appropriate for certain kinds of projects or programs that have limited scopes or costs. Organizations may use thresholds to limit the use of cost finding technique. When cost finding techniques are used, the value of the report should be limited and a timeframe for updating the cost finding report established. As cost information becomes available and normalized on the project or program, the cost finding report should be replaced with actual data.

B. Special purpose cost reports and analyses, or cost finding techniques, can be performed for financial based decision making. Cost finding techniques will vary depending on the type, level, and significance of the financial decision, e.g., planning decisions for replacement costs, capital costs, or sustainment of operations. It is important that the basis and method used be appropriate for the circumstances and consistent with the intended purpose.

C. Cost finding techniques produce cost data by analytical or sampling methods. Cost finding techniques are used for indirect costs, items with costs below set thresholds within programs, or for programs in their entirety. Cost finding techniques support the overall managerial cost accounting process and can represent nonrecurring analysis of specific costs.

190606. Cost Finding Application

A. Cost findings generated manually outside of the standard reporting tools should utilize an established managerial cost accounting data system where possible for data. Cost finding techniques will vary. It is crucial that the process be thoroughly documented. Documentation must be sufficient to replicate the cost finding process used with consistent results.
B. Within the DoD, cost finding techniques will be used to compare costs of different organizational units or operations performing the similar output. Cost finding is one tool in estimating full costs, and can be used to compare organizational efficiency. For example, the costs for an intermediate object, such as processing a personnel action at a personnel office, can be compared with the cost at other personnel offices to determine the efficiency of one over the other or value of both.

C. Cost finding techniques are used for a number of different circumstances, but there are four general drivers:

1. A cost accounting system is not in place for full cost (direct and indirect) of a cost objective.

2. The data system does not have the full costs (direct and indirect) incurred to provide an output or product. In this scenario, the output is often new or unique.

3. Activities do not have formal cost accounting capability as part of their financial management system, but periodically provide outputs to other DoD Components, Federal agencies, or to the public.

4. The cost of an item has not been recorded in the accounting system and the item is being transferred, sold, or recorded in the accounting system for the first time.

D. When the purpose of a cost finding includes the preparation of an internal report or an external report for another Federal agency or non-Federal organization, the guidance contained in Volume 11B, Chapter 1, should be followed to assure that all applicable costs are considered. When the purpose is to establish the cost of an activity associated with the Security Cooperation Program, the guidance contained in Volume 15, Chapter 7, should be followed.

190607. Cost Finding Requirements

A. When cost finding techniques are used, they must be repeatable. They must be set up in a manner that is consistent with similar prior cost finding reports in the cost collection approach, even if the effort is associated with a one-time cost accounting requirement. This is required to sustain an audit or assessment of the cost later.

B. Although cost finding practices are outside of the standard processes, cost finding techniques must align with the SFIS Business Rules for financial data.

C. A thoroughly documented cost finding approach requires documented statement of the following:

1. The cost objects or outputs (both intermediate and final) to which cost finding techniques are to be applied, in addition to the relevant funds used to support the organization (WCF and general funds),

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2. The organizations involved in performing the cost objects and the
tasks performed by each,

3. The applicable cost elements,

4. A plan that includes the specific cost finding techniques to be used
and the criteria followed in selecting the specific cost finding technique, and

5. A description of how those techniques will be used to estimate the
cost object.

D. The documented statement and the related work papers should be retained
for the same length of time as other documentation used to support billings to federal agencies or
the public. Refer to Volume 1, Chapter 9, for document retention and audit readiness.

E. Identifying and describing cost objects are an important element of the
documentation requirement. When the cost object identified is at a reporting entity or
organizational level, the cost finding approach could rely on more estimation techniques and fewer
details in the cost estimates. If the cost object identified is at the specific function or operation
level, additional granularity will be required to provide useful cost object data. At the specific
function or operation level, the data may not be available in the legacy financial systems.

F. The task is to classify the direct or indirect cost objects. A cost object
responsible for actually performing the work is direct. A cost object that provides support or
performs an administrative function is indirect.

G. Organizations or cost objects may be either direct or indirect costs
depending on the activities identified. For example, when using cost finding techniques to collect
costs for paying a contractor invoice, the costs of the accounting technicians at the Defense Finance
and Accounting Service (DFAS) disbursement function would be considered direct costs, as they
are assigning their time directly to the specific customer. However, when using cost finding to
collect costs for the operation of an aircraft carrier battle group, the disbursing function at DFAS
is considered an indirect cost and allocated to all benefiting organizations. In the two examples,
the difference is the activity scope performed and how cost is recognized as a singular cost easily
identifiable in a cost summary or multiple cost aggregated into a single assignment.

H. An organization classified as indirect cost will not always be recognized in
the computation of costs for a final cost object. At the macro level, service center type
organizations generally will be recognized as indirect and the related costs allocated among direct
organizations. At the micro level, materiality and usefulness will be determining factors on
recording the costs as direct. Specifically, if some cost assignment amounts are not readily
available, and they are estimated to be relatively insignificant in the context of the total costs, cost
finding techniques would allow them to be excluded from the overall costs with a notation that
they are not material.
I. An important aspect of any cost finding technique is identifying the direct and indirect cost elements applicable to the good or service. Even within a direct cost organization, there may be indirect cost elements. Both the direct and indirect activities may have the same cost elements, such as civilian personnel costs. The difference is in whether the costs are considered direct or indirect. If they are indirect, they would be allocated across the direct cost elements.

J. All possible cost elements must be identified and determined if they are significant. Personnel compensation, purchased services, supplies, and materials are typical major categories within the SFIS Cost Element Code. General ledger accounts are described in the USSGL, in DoD SCOA, and in SFIS, which provide detailed information on transactions and required cost information.

K. After the potential elements are identified, it must be decided which cost elements are sufficiently significant to the final cost object and if they warrant separate consideration. An evaluation of the elements would also include the relevance and materiality of each cost element to the cost object. Materiality is determined by analyzing whether excluding the data could distort the computed value for the final cost object.

L. Before the values for each cost finding can be determined, the source documents for the required data must be identified and physical hardcopies or softcopies retained for audit or performance examination purposes. Source documentation is cost information on a prior project, effort, or purchase that is the same or similar in nature. Examples include: invoices of procurements, contracts, statement on costs, and funding reports. In those instances where WCF organizations are part of the cost finding, cost or pricing detailed documentation should already be available since cost and price data are needed for the customer rate setting process. Depending on the significance and intended use of the cost finding report, the identification of specific documents may not be necessary if it is insignificant to the operating costs to which it will be applied.

M. The following principles are intended to help guide the collection of comprehensive data for cost finding:

1. Provide a comprehensive data structure for the cost object that specifies the source of all data,

2. Rely on the financial management system to the maximum extent possible and ensure the source data is complete and representative for its intended purpose (reflective of all debits, credits, cost transfers, and journal adjustments),

3. Document the rationale for direct and indirect costs,

4. Pricing lists, costing sheets, benchmarking studies on standard items such as direct and indirect labor and materials, and

5. Create an auditable, repeatable process to support cost management analysis over time.
N. The following guidance using cost finding techniques should be applied when determining the individual costs of intermediate and final cost objects:

1. Civilian direct labor costs are computed using the average pay grade for applicable General Schedule series personnel (e.g., step 5). For Wage Grade employees, use the average applicable pay grade (e.g., step 4). Amounts included as direct labor costs should recognize only productive time that is, the time actually used to perform the function. All other times, such as training or annual leave, are indirect labor and are included in indirect costs. Actual costs may be used, if known, provided appropriate documentation is available to support their substitution. Prior to applying the labor costs, it will be necessary to develop an approach for collecting the number of hours associated with an activity reflected in a cost object.

2. Civilian personnel benefit costs are computed using the rates contained in the Office of the Under Secretary of Defense, Comptroller financial management website "Financial Management Reports".

3. Costs for Military personnel are calculated using standard military composite rates in accordance with guidance in Volume 11A, Chapter 1 and Chapter 6, Appendix I.

4. Both military and civilian labor should be included, as applicable. Labor that is directly traceable to jobs should be recorded as direct labor. Indirect labor (labor that cannot be charged to a specific job) should be used in computing indirect costs. Volume 11A, Chapter 1, reimbursable policy controls whether military labor costs actually are includable in charges to other DoD entities.

5. Direct material cost is determined using standard prices, unless the actual cost is known from vendor invoices. Standard prices can be obtained from vendor catalogs, supply system stock databases, recent contract purchases of similar items, or any other available data source.

6. Depreciation and amortization of capitalized property and real property represent an additional cost of an activity, project, or service. Volume 4, Chapter 6 provides additional guidance on calculation of depreciation for general equipment, assets under capital leases, internal use software, government furnished equipment, contractor acquired property, and real property.

7. Other costs that can be directly related to the cost object are determined using source documents, such as vendor invoices and travel vouchers.

190608. Pricing for a Cost Finding Report

Pricing elements (labor, materials and overhead) for cost finding reports are estimates based on prior same or similar purchases, projects, or programs. When pricing for a cost finding primarily uses financial system data, it improves the accuracy and confidence in the estimate. Common elements such as labor, raw materials, and materiel are examples of standard costs found
in financial systems. Pricing practices and standards should be researched for each agency before developing a new practice or procedure.

A. Information available from CAPE, such as full cost of manpower, and defense employment and purchase projection system are available to support pricing of labor costs. In addition to base pay, these sources provide additional costs related to labor, including fringe benefits and training. When pricing labor, it is important to include the full cost of labor, as fringe benefits will increase total labor costs significantly.

B. Materials and supply pricing tools are also available from CAPE. These tools can support costs for common purchase items. Pricing for materials and supplies should include the full cost of procurement, which can include material handling and destination charges. Supporting agencies like Washington Headquarters Services or Defense Logistics Agency may supply the full cost of procurement. It is important to identify where services and goods originate from as part of the pricing documentation. The life cycle of a procurement will need to be included as part of a procurement pricing estimate.

C. A pricing Basis of Estimate (BoE) will vary for services provided under a WCF versus a reimbursable fund. A WCF-financed activity must include general administrative costs and overhead in a BoE to satisfy requirements for full cost recovery. Under reimbursable policies set forth in Volume 11A, Chapter 1, DoD activities that finance reimbursable operations using annual appropriations generally do not include such costs in charges to customer activities within the DoD.
**VOLUME 4, CHAPTER 26: “ASSETS UNDER CAPITAL LEASE”**

**SUMMARY OF MAJOR CHANGES**

All changes are 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*.

This is the initial publication.

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<thead>
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<th>PARAGRAPH</th>
<th>EXPLANATION OF CHANGE/REVISION</th>
<th>PURPOSE</th>
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<tbody>
<tr>
<td>Various</td>
<td>This chapter contains updated policy for assets under capital lease based upon the policy contained in Volume 4, Chapter 6, dated June 2009. The existing policy in Volume 4, Chapter 6 related to assets under capital lease is no longer applicable.</td>
<td>Revision</td>
</tr>
<tr>
<td>Various</td>
<td>The Federal Accounting Standards Advisory Board issued a new accounting standard for leases, which may require substantive changes to the policy contained in this chapter. The effective date of this new standard is for reporting periods beginning after September 30, 2020. Until the new standard becomes effective, the guidance in this chapter must be followed.</td>
<td>Notification</td>
</tr>
<tr>
<td>260102</td>
<td>Added an “Authoritative Guidance” paragraph.</td>
<td>Addition</td>
</tr>
<tr>
<td>260201</td>
<td>Added additional language to the definition of bargain purchase option, capital lease, lease term, minimum lease payments, noncancelable and renewal or extension of leases. Added a definition for leasehold improvements and operating leases.</td>
<td>Addition</td>
</tr>
<tr>
<td>260202</td>
<td>Added a definition for the capital lease liability account; depreciation, amortization and depletion account; and for other losses from impairment of assets account.</td>
<td>Addition</td>
</tr>
<tr>
<td>260203</td>
<td>Clarified the use of net book value, fair value, and recorded cost when recording the cost of general property, plant, and equipment acquired under a capital lease, as well as, documentation requirements.</td>
<td>Revision</td>
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<td>PARAGRAPH</td>
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<tr>
<td>260204</td>
<td>Updated guidance for recognition responsibility, recognition timing, capitalization thresholds, and bulk acquisition through leases. Added additional guidance for recognition timing and accounting for real property outside of the United States. The changed capitalization thresholds are based on Office of Secretary of Defense memorandum dated September 20, 2013.</td>
<td>Revision/Addition</td>
</tr>
<tr>
<td>260205</td>
<td>Clarified guidance that maintenance and repairs expended on leased assets are not considered capital improvements.</td>
<td>Revision</td>
</tr>
<tr>
<td>260206</td>
<td>Updated the guidance for “Depreciation/Amortization”, including removing the salvage value threshold of ten percent.</td>
<td>Revision</td>
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<tr>
<td>260207</td>
<td>Added guidance for “Impairment” of lease based upon Statement of Federal Financial Accounting Standards 44.</td>
<td>Addition</td>
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<td>260208</td>
<td>Added guidance for “Derecognition” of lease when a capital lease is terminated before expiration of the lease term.</td>
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<tr>
<td>260301</td>
<td>Added guidance for “Use of Canceled Treasury Account Symbol” to continue to reported capitalized leased assets using appropriations that subsequently have cancelled.</td>
<td>Addition</td>
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<tr>
<td>260302</td>
<td>Updated guidance for “Supporting Documentation”, particularly associated with the derecognition of capital leases.</td>
<td>Revision</td>
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<tr>
<td>260304</td>
<td>Added additional guidance for “Deferred Maintenance and Repair”, including reporting material amounts as Required Supplementary Information.</td>
<td>Addition</td>
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<tr>
<td>260305</td>
<td>Added guidance for “Reporting Requirements” related to disclosure of real property outside of the United States when real property is provided by a foreign government/host nation without reimbursement.</td>
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CHAPTER 26

ASSETS UNDER CAPITAL LEASE

2601 GENERAL

260101 Purpose

This chapter prescribes Department of Defense (DoD) accounting policy for assets under capital lease, which is a subset of General Property, Plant and Equipment (PP&E). Unless otherwise stated, this chapter is applicable to all DoD Components, including Working Capital Fund (WCF) activities. Budgetary accounting treatment of capital leases and lease purchases is found in the Office of Management and Budget Circular A-11, “Preparation, Submission, and Execution of the Budget,” Appendix B and does not fall under the scope of this chapter.

*260102. Authoritative Guidance

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


B. FASAB SFFAC 6, "Distinguishing Basic Information, Required Supplementary Information and Other Accompanying Information";

C. FASAB SFFAC 7, "Measurement of the Elements of Accrual-Basis Financial Statements in Periods After Initial Recording";

D. FASAB Statement of Federal Financial Accounting Standards (SFFAS) 1, "Accounting for Selected Assets and Liabilities";

E. FASAB SFFAS 3, "Accounting for Inventory and Related Property";

F. FASAB SFFAS 4, "Managerial Cost Accounting Standards and Concepts";

G. FASAB SFFAS 5, "Accounting for Liabilities of The Federal Government";

H. FASAB SFFAS 6, "Accounting for Property, Plant, and Equipment";

I. FASAB SFFAS 10, “Accounting for Internal Use Software”;

J. FASAB SFFAS 29, "Heritage Assets and Stewardship Land";
2602 ACCOUNTING FOR ASSETS UNDER CAPITAL LEASE

A lease conveys the use of an asset or part of an asset (such as part of a building) from one entity, the lessor, to another, the lessee, for a specified period of time in return for rent or other compensation. Leases can be either capital or operating leases as described in this chapter. The asset being leased under a lease, which meets the criteria of a capital lease, is capitalized and depreciated. The asset being leased under a lease that does not meet the criteria of a capital lease is classified as an operating lease, the asset is not capitalized and lease payments are expensed over the term of the lease.

A. Bargain Purchase Option. A bargain purchase option is a provision allowing the lessee to purchase the leased property for a price, which is sufficiently lower than the
expected fair value of the property at the date the option becomes exercisable, and where exercise of the option appears, at the inception of the lease, to be reasonably assured.

B. Bargain Renewal Option. A bargain renewal option is a provision allowing the lessee, at their option, to renew the lease for a rental sufficiently lower than the fair rental of the property at the date the option becomes exercisable, and where exercise of the option appears, at the inception of the lease, to be reasonably assured.

C. Capital Lease. Capital leases are leases that transfer substantially all the benefits and risks of ownership to the lessee. Lessees must classify a lease as a capital lease if, at its inception, one or more of the following four criteria are met:

1. The lease transfers ownership of the property to the lessee by, or at, the end of the lease term;

2. The lease contains an option to purchase the leased property at a bargain price (refer to the definition in subparagraph 260201.A);

3. The lease term (as defined in subparagraph 260201.H) is equal to or greater than 75 percent of the estimated economic life of the leased property; or

4. The present value of rental and other minimum lease payments, excluding that portion representing executory costs to be paid by the lessor, equals or exceeds 90 percent of the fair value of the leased property. The lessee must compute the present value of the minimum lease payments using the Treasury Instrument interest rate Resource Center (bill, note or bond) for the beginning of the month when the lease started, which matches the term of the lease. For example, the interest rate for an 8.5-year capital lease would be the average of the interest rates for a 7-year Treasury Note and a 10-year Treasury Note unless:

   a. It is practicable for the lessee to learn the interest rate implicit in the lease computed by the lessor; and

   b. The implicit rate computed by the lessor is less than the Treasury Instrument Rate.

5. The criteria cited in subparagraphs 260201.C.3 and 260201.C.4, do not apply if the beginning of the lease term falls within the last 25 percent of the total estimated economic life of the leased property. While leases/occupational agreements with the General Services Administration (GSA) typically do not meet the capital lease criteria, if a GSA lease does meet the criteria cited in subparagraph 260201.C it should be capitalized.

6. If a lease does not meet at least one of the four criteria cited in subparagraphs 260201.C.1 through 260201.C.4, it should be classified as an operating lease. Operating leases of General PP&E are leases in which the entity does not assume the risks of ownership of the asset. Multi-year service contracts and multi-year purchase contracts for expendable commodities are not capital leases. Multi-year purchase contracts for expendable commodities are not capital leases. Multi-year service contracts that do not include provisions for
exclusive use of assets (either through identification of specific assets, segregation of services provided from other customers or exclusive use of an asset) are not capital leases.

D. Contingent Rentals. Contingent rentals are rentals on which the amounts are dependent on some factor other than the passage of time, such as a store lease where contingent rentals are based on a percentage of sales in excess of stipulated amounts or under certain data processing equipment leases based on hours of use in excess of stipulated minimums. Contingent rentals are not part of the minimum lease payments and are expensed as incurred over the term of the lease.

E. Estimated Economic Life. Estimated economic life is the estimated remaining period during which the property is expected to be economically usable by one or more users, with normal repairs and maintenance, for the purpose for which it was intended at the inception of the lease, without limitation by the lease term.

F. Fair Value. Fair value is an unbiased, equitable or just value based on the cost of a similar item or the price that an impartial buyer would be willing to pay for the item or a similar item.

G. Interest Rate Implicit in the Lease. The interest rate implicit in the lease is the discount rate that, when applied to the minimum lease payments (less executory costs and the unguaranteed residual value), causes the aggregate present value at the beginning of the lease term to be equal to the fair value of the leased property at the inception of the lease.

H. Lease Term. The lease term is the fixed noncancelable term of the lease including:

1. All periods, if any, covered by bargain renewal options;

2. All periods, if any, for which failure to renew the lease imposes a penalty on the lessee in such amount that a renewal appears, at lease inception, to be reasonably assured;

3. All periods, if any, covered by ordinary renewal options during which any of the following conditions exist:
   a. A guarantee by the lessee of the lessor's debt directly or indirectly related to the leased property is expected to be in effect; or
   b. A loan from the lessee to the lessor directly or indirectly related to the leased property is expected to be outstanding.

4. All periods, if any, covered by ordinary renewal options preceding the date as of which a bargain purchase option is exercisable;

5. All periods, if any, representing renewals or extensions of the lease at the lessor's option; and
6. The lease term should not be assumed to extend beyond the date a bargain purchase option becomes exercisable.

I. **Leasehold Improvements.** A leasehold improvement is an improvement to leased land, to include easements and right-of-ways, buildings, structures, and linear structures utilized by the United States Federal Government.

J. **Materiality.** Materiality, as defined by the SFFAS 1, is the degree to which omitting or misstating information about the item makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the omission or the misstatement.

K. **Minimum Lease Payments.** Minimum lease payments are the payments that the lessee is obligated to make or can be required to make in connection with the leased property. Minimum lease payments exclude:

1. Contingent rentals;

2. Any guarantee by the lessee of the lessor’s debt and the lessee’s obligation to pay (apart from rental payments) executory costs such as insurance, maintenance, and taxes in connection with the leased property.

L. **Noncancelable.** Noncancelable means the lease is cancelable only on the occurrence of a remote contingency or with the permission of the lessor. Funds that are not appropriated by the Congress in future years to cover the lease are considered a remote contingency. If the lessee enters into a new lease with the same lessor, the term of the new lease would be considered noncancelable. In addition, a lease term would be considered noncancelable if the lessee incurs a penalty in such amount that continuation of the lease appears, at inception, reasonably assured.

M. **Operating Leases.** Operating leases are leases that meet all of the following criteria. (If the criteria is not met, the lease is to be considered a capital lease or a lease-purchase, as appropriate.)

1. Ownership of the asset remains with the lessor during the term of the lease and is not transferred to the Government at or shortly after the end of the lease term;

2. The lease does not contain a bargain price purchase option;

3. The lease term does not exceed 75 percent of the estimated economic life of the asset;

4. The present value of the minimum lease payments over the life of the leases is less than 90 percent of the fair value of the asset at the beginning of the lease term;
5. The asset is a general purpose asset rather than being for a special purchase of the Government and is not built to the unique specification of the Government as a lease; and

6. There is a private sector market for the asset.

N. Renewal or Extension of Leases. The renewal or extension of a lease refers to the continuation of a lease agreement beyond the original lease term, including a new lease under which a lessee continues to use the same property. Renewals or extensions do not include modifications of any of the terms in the original arrangement before the end of the term of the original arrangement.

*260202. Relevant USSGL Accounts

The DoD USSGL accounts are specified on the Office of the Deputy Chief Financial Officer Standard Financial Information Structure website for the DoD Standard Chart of Accounts (including point accounts) and the Transaction Library. USSGL accounts most commonly used in accounting for capital leases include:

A. Assets Under Capital Lease (Account 181000). The Assets Under Capital Lease account is used to record general equipment assets and real property assets acquired under capital lease and properly capitalized according to the guidance in subparagraphs 260201.C and 260204.D.1.

B. Accumulated Depreciation on Assets Under Capital Lease (Account 181900). The Accumulated Depreciation on Assets Under Capital Lease account accumulates the annual/periodic depreciation expense for assets under capital lease.

C. Leasehold Improvements (Account 182000). The Leasehold Improvement account is used to record the value of capitalized improvements to leased general equipment and leased real property.

D. Accumulated Amortization on Leasehold Improvements (Account 182900). The account, Accumulated Amortization on Leasehold Improvements, is used to accumulate the periodic amortization expense for leasehold improvements.

E. Capital Lease Liability (Account 294000). The Capital Lease Liability account is used to record the present value of liabilities for general equipment assets and real property assets acquired under a lease agreement that meets the test for capitalizing the assets.

F. Depreciation, Amortization, and Depletion (Account 671000). This account is used to recognize the expense resulting from the process of allocating costs of an asset (tangible or intangible) over the period of time benefited or the asset's useful life.

G. Other Losses from Impairment of Assets (Account 729200). The loss from the partial impairment of General Property, Plant and Equipment including assets under capital lease, but excluding internal use software.
260203. Acquisition/Valuation

A. Recorded Cost. When acquiring a General PP&E asset under a capital lease, the recorded cost must be recognized in accordance with paragraph 260204. The recorded cost of General PP&E under capital lease is the basis for computing depreciation/amortization (if applicable). This paragraph defines and prescribes the use of net book value, fair value, and recorded cost when recording the cost of General PP&E items acquired under capital lease.


2. Fair Value. Fair value is an unbiased, equitable or just value based on the cost of a similar item or the price that an impartial buyer would be willing to pay for the item or a similar item.

3. Amount to Record. The recorded cost of General PP&E items under a capital lease is the present value of the rental and other minimum lease payments during the lease term, excluding that portion of the payments representing executory cost such as insurance, maintenance and taxes paid to the lessor. If the present value amount, however, exceeds the fair value of the leased property at the inception of the lease, the amount recorded should be the fair value. If the executory cost portion of the minimum lease payments cannot be determined, the amount must be estimated.

B. Documentation. When recording the acquisition of a General PP&E item under capital lease in the accountable property system of record (APSR) and/or accounting system, the item must be assigned a dollar value (i.e., recorded cost) as detailed in this chapter. The dollar value must be supported by appropriate documentation, including the executed lease agreement. The DoD Component entering into a lease must have the lease agreement available for determining the capitalization of the leased item. Guidance on supporting documentation can be found in paragraph 260302.

260204. Recognition

A. All General PP&E items acquired by DoD Components under a capital lease must be recognized for accountability and financial reporting purposes. Recognition requires the proper accounting treatment (expense or capitalization with depreciation/amortization) and the reporting of capitalized amounts and accumulated depreciation/amortization on the appropriate DoD Component’s financial statements.

B. Recognition Responsibility. The DoD Component that procures a General PP&E item by entering into a capital lease will be the DoD Component that must initially record the item. In the event where a DoD Component other than the initial lessee uses and benefits from the leased asset, the recognition responsibility of the leased asset must be reevaluated. The subsequent recognition responsibility of a General PP&E item under capital lease is determined based on the type of asset being leased. Refer to the appropriate chapter in this Volume for additional guidance.
C. Recognition Uncertainty. It is important that the overall accounting records of the DoD and the Federal Government are not duplicative.

1. In situations where doubt exists as to which DoD Component should record an item, the DoD Components involved must reach agreement with the other applicable DoD Component(s) or Federal agencies as to which entity will record the item.

2. If the DoD Components cannot reach an agreement, the matter must be referred to the Office of the Deputy Chief Financial Officer, Office of the Under Secretary of Defense (Comptroller) for resolution. Requests for resolution must be accompanied by adequate supporting documentation to assist in resolution of the matter and be submitted through the Financial Management and Comptroller of the submitting Military Department or Defense Agency.

D. Recognition Timing. Recording of a General PP&E item under capital lease for financial reporting purposes must occur at lease inception.

1. Lease inception is the date of the lease agreement. A lease agreement must be in writing, signed by the parties in interest to the transaction, and should specifically set forth the principal provisions of the transaction. For leasehold improvements, the date it should be recorded is the date the leasehold improvement is placed in service.

2. For General PP&E assets under capital lease acquired by an external third party contractor on behalf of a DoD Component, the lease agreement must be executed by an authorized DoD contracting officer. The assets must be recorded upon signing of the lease and delivery or constructive delivery of the leased asset, whether to the contractor performing the service or to the DoD Component. Delivery or constructive delivery will be based on the terms of the contract regarding delivery, receipt, and acceptance. The leased asset should either be capitalized in the appropriate USSGL account or, if the leased asset does not meet the lease criteria for capitalization and the capitalization threshold, such items must be recorded in the appropriate expense account.

E. Capitalization Thresholds. A capitalization threshold is the amount that determines the financial reporting of an asset or expensing its cost.

1. The capitalization threshold for General PP&E items acquired under capital lease, with the exception of real property items, is:

   a. $1 million for the Department of Air Force and the Department of Navy general funds;

   b. $1 million for the Office of the Director of National Intelligence General PP&E; and

   c. $250 thousand for all other DoD Component’s (including Department of the Army) General Fund and WCF.
2. The capitalization threshold for real property items acquired under capital lease for all DoD Components is $250 thousand.

3. General PP&E items under capital lease with a recorded cost that equals or exceeds the applicable capitalization threshold, must be capitalized as an asset in the appropriate DoD Component’s accounting records and depreciated/amortized over its lease term. Leasehold improvements should be depreciated/amortized over the lesser of its estimated economic life or the remaining lease term. General PP&E items under capital lease, with a recorded cost below the applicable capitalization threshold must be accounted for as an operating lease with no balance sheet recognition, with the exception of General PP&E items acquired as part of a qualifying bulk acquisition as described in subparagraph 260204.H.

4. For General PP&E items acquired under capital lease, which meet or exceed the appropriate capitalization threshold, the lessee must recognize both a capital lease asset and a capital lease liability at lease inception.

F. Allocation of Lease Payments. A portion of each lease payment must be allocated to interest expense, and the balance should be applied to reduce the lease liability using the effective interest rate method. (Interest is calculated on the balance of the lease obligation for each period, and the remainder of the payment is applied as a reduction of the lease obligation.) The periodic payment amount allocated to interest expense must be computed based on the interest rate used to compute the present value of minimum lease payments, unless the lease is recorded at fair value.

G. Leases with Residual Guarantee or Penalty. Leases with a residual guarantee by the lessee or a penalty for failure to renew the lease at the end of the lease term, generally should result in a liability balance that will equal the amount of the guarantee or penalty at the end of the lease term. If a renewal or other extension of the lease term or a new lease under which the lessee continues to lease the same property renders the guarantee or penalty inoperative, the asset and the liability under the lease should be adjusted. The adjustment must be the amount equal to the difference between the present value of the future minimum lease payments under the revised agreement and the present balance of the liability. The present value of future minimum lease payments under the revised lease agreement should be computed using the rate of interest used to record the lease initially. Other renewals and extensions of lease terms should be considered new agreements.

H. Bulk Acquisitions Through Leases. For capitalization purposes, a bulk acquisition is defined as the acquisition of like items as part of multiple leases with a single lessor within a fiscal year. Acquisitions through multiple leases with a single lessor during separate fiscal years are to be considered separately within each fiscal year. To determine proper recognition of bulk acquisitions through leases, the acquisition cost of all like items leased under multiple leases with a single lessor within a fiscal year must be totaled, and the resulting total must be considered against the lease criteria for capitalization and the capitalization threshold prescribed by subparagraphs 260201.C and 260204.E respectively.
I. Accounting for Real Property Outside of the United States. As used in this chapter, “United States” means the 50 States of the United States, the District of Columbia, and the commonwealths, territories, and possessions of the United States. In carrying out their mission, operations and objectives, there are circumstances in which DoD Components occupy and use real property facilities and/or general equipment outside of the United States for which there is not a lease agreement. When a DoD Component occupies an asset and/or uses general equipment outside of the United States but the DoD did not fund its acquisition, the DoD Component will recognize such facilities and/or general equipment on its financial statements as assets under a capital lease only if a specific agreement with the host nation/foreign government exists. The agreement must include a requirement that the DoD Component pay minimum regular payments for its use. The agreement must meet one of the criteria for a capital lease as specified in SFFAS 6, paragraph 20:

Table 26-1. Capital Lease Criteria

<table>
<thead>
<tr>
<th>Capital Lease Criteria</th>
<th>Application</th>
</tr>
</thead>
<tbody>
<tr>
<td>The lease transfers ownership of the property to the lessee by the end of the lease term.</td>
<td>Not likely for foreign owned real property.</td>
</tr>
<tr>
<td>The lease contains an option to purchase the leased property at a bargain price.</td>
<td>Not likely for foreign owned real property.</td>
</tr>
<tr>
<td>The lease term is equal to or greater than 75 percent of the estimated economic life of the leased property.</td>
<td>Not likely for foreign owned real property. The specified term of the agreement with the host nation/foreign government will substitute for the lease term for this analysis. Terms specified in these agreements are typically less than 75 percent of a real property asset's estimated economic life.</td>
</tr>
<tr>
<td>The present value of rental and other minimum lease payments, excluding that portion of the payments representing executory costs, equals or exceeds 90 percent of the fair value of the leased property.</td>
<td>Not likely for foreign owned real property. The payments to the host nation/foreign government established in the agreement will substitute for lease payments for this analysis. If minimum payments established in the agreement cover multiple items, only the proportional amount paid for the subject asset should be considered for this analysis.</td>
</tr>
</tbody>
</table>

Note: The last two criteria are not applicable when the beginning of the lease term falls within the last 25 percent of the total estimated economic life of the leased property.

1. If a lease agreement (as contrasted with another type of agreement with the host nation/foreign government) exists, the other provisions of this chapter would apply.

2. See also reporting requirements for disclosure of real property outside the United States at subparagraph 260305.B.
260205. Improvements/Enhancements

A. The costs to improve (leasehold improvements) a General PP&E item under lease (capital or operating) must be capitalized when (1) the costs of the improvement increase the item’s capability, size, and/or extends its useful life and (2) the cost of the improvement equals or exceeds the applicable capitalization threshold (see subparagraph 260204.E), regardless of funding source.

B. When leasehold improvements meet or exceed DoD capitalization criteria (see subparagraphs 260204.E and 260205.A), such improvements must be capitalized and amortized over the lesser of the remainder of the lease period or the improvement’s useful life.

C. Maintenance and repair costs expended on leased assets are not considered capital improvements, regardless of whether the cost equals or exceeds the applicable capitalization threshold. In SFFAS 42, the FASAB defines maintenance and repairs as activities directed toward keeping fixed assets in an acceptable condition. Maintenance and repair activities include preventative maintenance; replacement of parts, systems, or components; and other activities needed to preserve or maintain assets. Maintenance and repair activities also include cyclic work done to prevent damage that would be more costly to restore than to prevent (e.g., painting). A roof or a heating and air conditioning system that is replaced due to the failing of the existing asset must be classified as a repair and must be expensed, even if the replacement incorporated a better quality and longer life shingle or a more efficient heating and air conditioning unit.

D. Although maintenance and repairs are generally expensed in the period incurred, certain replacements of parts, systems, or components may or may not be an improvement for accounting purposes. Crucial to the determination of whether a replacement must be recognized as a repair or an improvement is the intent behind the replacement. Repair by replacement occurs when parts, systems, or components have failed, are in the incipient stages of failing, or are no longer performing the functions for which they were designated. Replacements falling into this category must be expensed. If the replacement was undertaken to improve an item that was in good working order, then the replacement must be recognized as an improvement.

260206. Depreciation/Amortization

A. The recorded cost of assets under capital lease and leasehold improvements, which have been capitalized in accordance with the guidance prescribed by this chapter, must be depreciated/amortized. Such capitalized amounts, as well as associated amounts of accumulated depreciation/amortization and depreciation/amortization expense, must be reflected in DoD financial statements.

B. For leased General PP&E, depreciation/amortization is the systematic and rational allocation of the recorded cost of an asset over the lease term. The depreciation/amortization recovery period (useful life) to be used to deprecate personal or real property acquired by a capital lease is the lease term regardless of the recovery period designated for the type of property. For example, if a capital lease is used to acquire a fire truck and the lease term is seven years and the DoD estimated recovery period for a truck is five years, then the fire
truck would be depreciated over seven years. In the same example, if the lease period were only four years, the fire truck would be fully depreciated over four years.

Table 26-2. Depreciation/Amortization Period for Assets Under Capital Lease

<table>
<thead>
<tr>
<th>Asset</th>
<th>Recovery Period</th>
<th>Lease Term</th>
<th>Depreciation Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Truck</td>
<td>5</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Truck</td>
<td>5</td>
<td>7</td>
<td>7</td>
</tr>
</tbody>
</table>

1. The salvage value, also known as the residual or scrap value, is the amount that would be expected to be obtained from selling an asset at the end of its useful life, but only when such proceeds (from recycle, resale, or salvage) are permitted to be retained and used by the DoD Component. Salvage value is only applicable to assets under capital lease if the asset meets the criteria in subparagraphs 260201.C.1 and 260201.C.2.

2. The depreciable/amortizable basis of an asset is the recorded cost reduced by the asset’s salvage value.

C. In the case of leased General PP&E assets, the event that triggers the calculation of depreciation is the beginning of the lease term. In the case of capitalized leasehold improvements, the event that triggers amortization is when the improvement is placed into service.

D. The recorded cost of leased General PP&E assets and capitalized leasehold improvements must be depreciated/amortized using the straight-line method of depreciation/amortization.

1. Straight-line depreciation/amortization expense for the capitalized lease is calculated as the depreciable/amortizable basis (recorded cost less salvage value as described in subparagraph 260206.B.1) divided equally among accounting periods during the lease term.

2. Straight-line depreciation/amortization expense for leasehold improvements is calculated as the depreciable/amortizable basis (recorded cost of the leasehold improvement) divided equally among accounting periods during the remaining lease term or the useful life of the leasehold improvement, whichever is less.

E. An asset under capital lease must be retained in the APSR, as well as the accounting records, and reflect both its recorded cost and accumulated depreciation/amortization until the end of the lease term or disposition of the asset.

F. WCF activities are required to depreciate/amortize General PP&E assets under capital lease in accordance with the guidance in this chapter without regard to whether such assets are procured through a WCF activity’s Capital Purchase/Investment Program budget or whether depreciation/amortization for such assets is included in rates charged to customers. The recognition of General PP&E assets under capital lease and the depreciation/amortization of such assets by WCF activities therefore may be different for financial statement reporting purposes than
the depreciation/amortization amounts used for WCF rate development and budget presentation. Depreciation/amortization for all General PP&E assets under capital lease of WCF activities must be recognized as an expense on the Statement of Net Cost, reflected in the Statement of Changes in Net Position, included in accumulated depreciation/amortization amounts on the Balance Sheet, and reported in the “Defense Working Capital Fund Accounting Report [Accounting Report (Monthly) 1307]. Depreciation/amortization recorded on General PP&E assets under capital lease, which was not acquired nor will be replaced through use of Defense WCF resources, must be classified as non-recoverable for rate setting purposes and reported appropriately on the AR (M) 1307. Defense WCF rates charged to customers are based on guidance in Volume 2B and Volume 11B.

*260207. Impairment

A. Description. SFFAS 44 defines impairment as a significant and permanent decline in the service utility of General PP&E or expected service utility of construction in progress that results from events or changes in circumstances that are not considered normal and ordinary.

1. See subparagraph 260207.B.2 for a guidance on determining the significance and permanence of a service utility decline.

2. The service utility of General PP&E is the usable capacity that, at acquisition, was expected to provide service. The current usable capacity of General PP&E may be less than its original usable capacity due to the normal or expected decline in useful life or to impairing events or changes in circumstances, such as physical damage, obsolescence, enactment or approval of laws or regulations, or other changes in environmental or economic factors, or changes in the manner or duration of use.

3. Normal and ordinary events or circumstances are those that fall within the expected useful life of the General PP&E such as standard maintenance and repair requirements. Events or circumstances that are not considered normal are those where, at the time the General PP&E was acquired, the event or change in circumstance would not have been expected to occur during the useful life of the General PP&E or, if expected, was not sufficiently predictable to be considered in estimating the General PP&E’s useful life.

B. Identification of Potential Impairment Loss. The determination of whether General PP&E under capital lease remaining in use is impaired is a two-step process, which includes (1) identifying potential impairment indicators and (2) testing for impairment.

1. Step 1 - Identify Indicators of Potential Impairment. Indicators of potential impairment can be identified and brought to DoD Component’s attention in a variety of ways, such as procedures related to deferred maintenance and repair (DM&R). Although DoD Components are not required to establish additional or separate procedures beyond those that may already exist, they should evaluate existing processes and internal controls to determine if they are sufficient to reasonably assure the identification of potential impairment indicators and implement appropriate additional processes and internal controls if necessary. Once identified, however, indicators are not conclusive evidence that a measurable or reportable impairment exists. DoD
Components should carefully consider the surrounding circumstances to determine whether a test of potential impairment is necessary given the circumstances. Some common indicators of potential impairment include:

- Evidence of physical damage;
- Enactment or approval of laws or regulations, which limit or restrict General PP&E usage;
- Changes in environmental or economic factors;
- Technological changes or evidence of obsolescence (however, if obsolete General PP&E continues to be used, the service utility expected at acquisition may not be diminished);
- Changes in the manner or duration of use of General PP&E;
- Construction stoppage or contract termination; and
- General PP&E idled or unserviceable for excessively long periods.

2. **Step 2 - Impairment Test.** Identified General PP&E should be tested for impairment by determining whether these two factors are present: (i) the magnitude of the decline in service utility is significant and (ii) the decline in service utility is expected to be permanent.

   a. Significant declines in service utility are those that cause costs (including operational and maintenance costs) to be disproportionate to the new expected service utility. The determination of whether or not an item is significant is a matter of professional judgment and is distinct from materiality considerations. Such judgments should be based on the relative costs of providing the service before and after the decline, the percentage decline in service utility, or other considerations.

   b. The decline in service utility is considered permanent when the DoD Component has no reasonable expectation that the lost service utility will be replaced or restored; that is, the DoD Component expects that the General PP&E will remain in service so that its remaining service utility will be utilized. In contrast, a reasonable expectation that the lost service utility will be replaced or restored may exist when the DoD Component has: (1) specific plans to replace or restore the lost service utility of the General PP&E, (2) committed or obligated funding for remediation efforts, or (3) a history of remediating lost service utility in similar cases or for similar General PP&E.

C. **Determining the Appropriate Measurement Approach.** Impairment losses on General PP&E assets under capital lease that will continue to be used by the entity should be estimated using a measurement approach that reasonably estimates the portion of net book value associated with the diminished service utility of the General PP&E. A measurement method would
not be considered appropriate if it would result in an unreasonable net book value associated with
the remaining service utility of the General PP&E. Conversely, a reasonable measurement method
may result in no impairment loss to be recorded. Regardless of the method used, recognition of
impairment loss should be limited to the asset’s net book value at the time of impairment. Widely
recognized methods for measuring impairment include:

1. **Replacement Approach.** Impairment of General PP&E with
physical damage generally may be measured using a replacement approach. This approach uses
the estimated cost to replace the lost service utility of the General PP&E at today’s standards (i.e.,
at current market prices and in compliance with current statutory, regulatory, or industry standards)
to identify the portion of the historical cost of General PP&E that should be written-off due to
impairment. It may be appropriate to apply the ratio of estimated cost to replace the diminished
service utility over total estimated cost to replace the General PP&E, to the net book value of
General PP&E to determine the impairment amount.

2. **Restoration Approach.** Uses the estimated cost to restore the
diminished service utility of the General PP&E, but does not include any amounts attributable to
improvements and additions to meet today’s standards.

3. **Service Unit Approach.** Impairment of General PP&E that are
affected by enactment or approval of laws or regulations or other changes in environmental factors
or are subject to technological changes or obsolescence generally may be measured using a service
unit approach. This approach compares the service units provided by the General PP&E before
and after the impairment, to isolate the historical cost of the service utility that cannot be used due
to the impairment, to determine the impairment amount.

4. **Deflated Depreciated Current Cost Approach.** Impairment of
General PP&E that are subject to a change in manner or duration of use generally may be measured
using a deflated depreciated current cost approach. Under this approach, a current cost for a
General PP&E to replace the current level of service is estimated. This estimated current cost is
then depreciated/amortized to reflect the fact that the General PP&E is not new, and is then
subsequently deflated to convert it to historical cost dollars. A potential impairment loss results if
the net book value of the General PP&E exceeds the estimated historical cost of the current service
utility (i.e., deflated depreciated current cost).

5. **Cash Flow Approach.** Recognizes an impairment loss only if the
net book value (a) is not recoverable and (b) exceeds the higher of its net realizable value (NRV)
or value-in-use estimate.

a. The net book value of General PP&E is not recoverable if it
exceeds the sum of the undiscounted cash flows expected to result from the use and eventual
disposition of the General PP&E.

b. NRV is the estimated amount that can be recovered from
selling, or any other method of disposing, of an item less estimated costs of completion, holding,
and disposal. SFFAC 7 describes value in use as the present value of future cash flows that an
entity expects to derive from an asset, including cash flows from use of the asset and eventual disposal.

c. If the net book value is not recoverable, the impairment loss is the amount by which the net book value of the General PP&E exceeds the higher of its NRV or value in use estimate. No impairment loss exists if the net book value is less than the higher of the General PP&E’s NRV or value in use estimate.

6. **Lower of (a) Net Book Value or (b) Higher of NRV or Value-in-Use Approach.** General PP&E impaired from either construction stoppages or contract terminations, which are expected to provide service, should be reported at their recoverable amount; the lower of (a) the General PP&E’s net book value or (b) the higher of its NRV or value-in-use estimated. Impaired General PP&E under capital lease, which are not expected to provide service, should be accounted for in accordance with paragraph 260208.

D. **Recognizing and Reporting Impairment Losses.** The loss from impairment, if any, should be recognized and reported in the Statement of Net Cost in the period in which the DoD Component concludes that the impairment is both (1) a significant decline in service utility and (2) expected to be permanent. Such losses may be included in program costs or costs not assigned to programs. A general description of the General PP&E for which an impairment loss is recognized, the nature (e.g., damage or obsolescence) and amount of the impairment and the financial statement classification of the impairment loss must be disclosed in the notes to the financial statements in the period the impairment loss is recognized.

E. **Recoveries.** The impairment loss must be reported net of any associated recovery, when the recovery and loss occur in the same fiscal year. Recoveries reported in subsequent fiscal years must be reported as revenue or other financing source as appropriate. The amount and financial statement classification of recoveries should be disclosed in the notes to the financial statements.

F. **Remediating Previously Reported Impairments.** The costs incurred to replace or restore the lost service utility of impaired General PP&E remaining in use must be accounted for in accordance with applicable standards (i.e., recognized according to the nature of the costs incurred and the appropriate capitalization threshold).

G. **Diminished Service Utility Without Recognized Impairment Loss.** If the future service utility has been adversely affected but the impairment test determines that a loss does not need to be recognized, a change to the estimates used in depreciation/amortization calculations (such as estimated useful life and salvage value) should be considered.

*260208. Derecognition*

A lease modification is a termination of a capital lease before the expiration of the lease term. The lease modification must be accounted for by the lessee by removing the asset and obligation, with a gain or loss recognized for the difference. Supporting documentation required for derecognition is listed in subparagraph 260302.A.2.
**2603 ADDITIONAL CONSIDERATIONS**

**260301. Use ofCanceled Treasury Account Symbol (TAS)**

A. The Department of Treasury's Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) is a data collection system that replaces the reporting functionalities of Federal Agencies Centralized Trial-Balance System I and II, Intragovernmental Fiduciary Confirmation System, and Intragovernmental Reporting and Analysis System as the primary means for Components to report their trial balance data to the Department of Treasury. Capitalized assets must be reported in GTAS when purchased and after the original purchasing TAS has expired and canceled. Treasury’s GTAS provides a “cancelled” or “C” TAS on the GTAS Super Master Account File (SMAF) for each fund family represented on the SMAF to allow Components to continue to report capitalized leased assets using appropriations that subsequently have cancelled. The system generated “C” TAS has three components: the three digit agency identifier, availability type "C", and a four digit main account.

B. All DoD Components must use the “C” availability type TAS to report capitalized assets. Assets may be moved to a C TAS at any time from the purchase date to the date the original purchasing fund cancels.

C. To transfer an asset to a C TAS:
   1. Use USSGL account transaction E510 to transfer out the asset from the purchasing fund account.
   2. Use USSGL account transaction E606 to transfer in the asset into the appropriate C TAS.

**260302. Supporting Documentation**

Entries to record financial transactions in accounting system general ledger accounts and/or the accountable property records and/or systems must:

A. Be supported by source documents that reflect all transactions affecting the DoD Component’s investment in assets under capital lease.

   1. All acquisitions, whether by capital lease, purchase, transfer from other agencies, donation, or other means, must be supported as of the date the DoD Component takes custody of the asset. The documents listed in Table 26-3, where applicable, must be readily available to support the changes in asset value or physical attributes as a result of a new acquisition or leasehold improvement.
Table 26-3. Supporting Documentation for Assets Under Capital Lease Acquisition

<table>
<thead>
<tr>
<th>Evidence</th>
<th>Examples*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unique Identification</td>
<td>Assignment of unique identifier</td>
</tr>
<tr>
<td>Project Approval</td>
<td>Such as, but not limited to a Work Order</td>
</tr>
<tr>
<td>Obligation on Behalf of the Government</td>
<td>Such as, but not limited to:</td>
</tr>
<tr>
<td></td>
<td>1. For leases, or lease modifications:</td>
</tr>
<tr>
<td></td>
<td>• Statement of Work;</td>
</tr>
<tr>
<td></td>
<td>• Dollar Amount of Lease;</td>
</tr>
<tr>
<td></td>
<td>• Location;</td>
</tr>
<tr>
<td></td>
<td>• Source of Funds;</td>
</tr>
<tr>
<td></td>
<td>• Parties to the Lease agreement; and</td>
</tr>
<tr>
<td></td>
<td>• Signature Page [Signature of All Parties].</td>
</tr>
<tr>
<td></td>
<td>2. Approved Work Order.</td>
</tr>
<tr>
<td>Payment Submitted</td>
<td>Such as, but not limited to, approved last invoice reflecting the total amount submitted for payment to date.</td>
</tr>
<tr>
<td>Acceptance</td>
<td>Such as, but not limited to:</td>
</tr>
<tr>
<td></td>
<td>1. DoD (DD) Form 250, Material Inspection and Receiving Report;</td>
</tr>
<tr>
<td></td>
<td>2. GSA Form 1334, Request for Transfer of Excess Real and Related Personal Property;</td>
</tr>
<tr>
<td></td>
<td>3. DD Form 1354, Transfer and Acceptance of DoD Real Property (interim or final), with associated source documentation retained by the responsible party;</td>
</tr>
<tr>
<td></td>
<td>4. Signed lease for leased property;</td>
</tr>
<tr>
<td></td>
<td>5. Executed Occupancy agreement; and</td>
</tr>
<tr>
<td></td>
<td>6. Transfer letter and documents for transferred assets.</td>
</tr>
</tbody>
</table>

* The supporting documentation examples included in Table 26-3 could also be applicable to operating leases.

2. All derecognition of capital leases must be supported as of the date the lessee is no longer liable for the lease obligation. The execution of certain derecognition events will generate financial or administrative accountability transactions. These documents, where applicable, must be readily available to support derecognition:

   a. “Declaration of excess” document;
   b. Original lease document;
   c. Approval documentation for derecognition;
   d. Lease modification (e.g., for early termination of lease);
   e. Document to support any improvements made to the assets under capital lease;
   f. Transfer documents for transferred assets or as otherwise stated.
3. Documents that support the recorded cost of General PP&E assets under capital lease must be retained by the DoD Component in accordance with the requirements contained in Volume 1, Chapter 9 or as otherwise stated. Documentation (original documents and/or hard and electronic copies of original documentation) must be maintained in a readily available location during the applicable retention period to permit the validation of information pertaining to the asset such as the lease term, lease date and cost of leasehold improvements. The documentation must also be linked to the appropriate unique identifier(s). Supporting documentation may include, but is not limited to, the documentation as outlined in this subparagraph.

B. Include sufficient information indicating the physical quantity, location, and unit cost of the General PP&E assets under capital lease. The accountable property records must be designed to be of maximum assistance in making procurement and utilization decisions, including decisions related to identifying potential excess General PP&E that may be available for reuse, transfer to other DoD Components, or made available for disposal in accordance with current DoD regulations and other regulatory requirements.

C. Enable periodic, independent verification of the accuracy of the accounting and accountable property records through periodic physical counts/inventories of General PP&E assets under capital lease (existence and completeness -- “book to floor and floor to book”). Such periodic inventories also must include reconciling the APSR and accounting systems with the general ledger accounts and physical counts. Personal hand receipt self-validations are not acceptable for meeting the independent verification of physical inventory requirements. See DoDI 5000.64 (excluding real property) and DoDI 4165.14 for real property.

D. Identify and classify General PP&E that was capitalized, recorded in the APSR and accounting system, and reported in the financial statements.

E. Be based on the same documents, to ensure that entries to the accounting and accountable property records are the same. This will ensure that the property accountability records are integrated and subsidiary to the accounting system and those records can be reconciled with the accounting system.

F. Include all General PP&E possessed by the Department (to include DoD leased property held by contractors).

G. Provide information to identify and account for leased General PP&E, regardless of whether the General PP&E was acquired by a capital lease or operating lease or whether the value of the General PP&E exceeds DoD capitalization thresholds.

H. Provide information to identify and account for improvements to General PP&E assets under capital lease.
260303. Physical Inventories of General PP&E

DoD Components must perform periodic physical inventories of General PP&E including assets under capital lease in accordance with DoDI 5000.64 (equipment and other accountable property) or DoDI 4165.14 (real property).

*260304. DM&R

A. In SFFAS 42, the FASAB defines DM&R as maintenance and repairs that were not performed when they should have been or were scheduled to be and which are put off or delayed to a future period.

1. For purposes of this policy, maintenance and repairs are activities directed toward keeping fixed assets in an acceptable condition. Maintenance and repairs include preventive maintenance; replacement of parts, systems, or components; and other activities needed to preserve or maintain the asset in acceptable condition.

2. Maintenance and repairs exclude activities aimed at expanding the capacity or capability of an asset or otherwise upgrading it to serve needs different from or significantly greater than its current use.

B. Amounts for DM&R may be measured using condition assessment surveys, life-cycle cost forecasts, or other methods that are similar to the condition assessment survey or life-cycle costing methods.

1. Condition assessment surveys are periodic physical inspections of General PP&E to determine their current condition and estimated cost to correct any deficiencies.

2. Life-cycle costing is an acquisition or procurement technique that considers operating, maintenance, and other costs in addition to the acquisition cost of assets. Since it results in forecasts of maintenance and repairs expense, these forecasts may serve as a basis against which to compare actual maintenance and repairs expense to arrive at an estimate of DM&R.

C. DoD Components should determine what condition standards are acceptable and which DM&R measurement methods to apply. Once determined, condition standards and measurement methods must be consistently applied unless the DoD Component determines that changes are necessary. Changes deemed necessary by the DoD Component must be accompanied by an explanation documenting the rationale for the change(s) and any related impact the change(s) will have on the DM&R estimates.

D. DM&R must be measured for capitalized and non-capitalized General PP&E (including assets under capital lease), fully depreciated General PP&E, Heritage Assets, and Stewardship Land. In addition, DM&R must be measured for inactive and/or excess General PP&E to the extent that it is required to maintain the General PP&E in acceptable condition (e.g., to comply with existing laws and regulations or to preserve value pending disposal). In addition,
DM&R must measure funded maintenance and repairs that have been delayed for a future period as well as unfunded maintenance and repairs.

E. DoD Components must report material amounts of DM&R as Required Supplementary Information (RSI) to the financial statements (see Volume 6B, Chapter 12). At a minimum, the Components must present the following information as RSI:

1. Estimates of the beginning and ending balances of DM&R for each major category of General PP&E asset under capital lease;
2. A summary of the DoD Component’s maintenance and repairs policies and a brief description of how they are applied (i.e., method of measuring DM&R);
3. Policies for ranking and prioritizing maintenance and repair activities;
4. Factors the DoD Component considers in determining acceptable condition standards;
5. Whether DM&R relates solely to capitalized General PP&E or also to amounts relating to noncapitalized or fully depreciated General PP&E under capital lease;
6. Capitalized General PP&E for which the DoD Component does not measure and/or report DM&R and the rationale for the exclusion; and
7. If applicable, explanation of any significant changes to (a) DM&R amounts from the prior year and (b) the policies and factors subject to the reporting requirements established in subparagraphs 260304.E.1 through 260304.E.6.

*260305. Reporting Requirements

A. DoD Components with leased General PP&E should reference a note on the Balance Sheet that discloses information about the reported assets. See Volume 6B for the specific reporting requirements.

B. Disclosure of Real Property Outside of the United States

DoD Components must disclose in the notes to the financial statements those instances where they are using real property provided by a foreign government/host nation without reimbursement by DoD to the foreign government/host nation, as applicable, that:

1. The DoD Component is utilizing real property provided by and owned by a foreign government/host nation in its operations outside of the United States without reimbursement by DoD to the foreign government/host nation and that there are no amounts recorded in the financial statements related to these properties.
2. The general nature of the agreement with the foreign government/host nation. It is not intended or recommended that the geographic location of the foreign government/host nation be disclosed.

260306. Environmental Liabilities/Cleanup Costs

The lease agreement must clearly identify the party responsible for environmental liabilities/cleanup costs. The accounting policy for environmental liabilities/cleanup costs pertaining to General PP&E is contained in Chapter 13.
*VOLUME 4, CHAPTER 27: “INTERNAL USE SOFTWARE”

SUMMARY OF MAJOR CHANGES

All changes are 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.

This is the initial publication.

<table>
<thead>
<tr>
<th>PARAGRAPH</th>
<th>EXPLANATION OF CHANGE/REVISION</th>
<th>PURPOSE</th>
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</thead>
<tbody>
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<td>Various</td>
<td>This chapter contains updated policy for internal use software (IUS) based upon IUS policy contained in Volume 4, Chapter 6, dated June 2009. As a result, the existing policy in Volume 4, Chapter 6 related to IUS is no longer applicable.</td>
<td>Revision</td>
</tr>
<tr>
<td>Various</td>
<td>The Federal Accounting Standards Advisory Board issued a new accounting standard for leases with an effective date for reporting periods beginning after September 30, 2020. Policy has yet to be fully developed to implement this new standard, which may result in changes to the capital lease criteria. Until the new standard becomes effective, the policy guidance in this chapter must be followed.</td>
<td>Revision</td>
</tr>
<tr>
<td>Policy Memo</td>
<td>The Deputy Chief Financial Officer policy memorandum, “Strategy for Internal Use Software Audit Readiness,” dated September 30, 2015 has been incorporated into the chapter as applicable and is cancelled.</td>
<td>Cancellation</td>
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<tr>
<td>270103</td>
<td>Added “Authoritative Guidance” paragraph.</td>
<td>Addition</td>
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<tr>
<td>270201</td>
<td>Added a definition for software and additional guidance for distinguishing internal use software from integrated software.</td>
<td>Addition</td>
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<tr>
<td>270202</td>
<td>Added relevant United States Standard General Ledger accounts and their descriptions.</td>
<td>Addition</td>
</tr>
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<td>PARAGRAPH</td>
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<td>PURPOSE</td>
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<tr>
<td>270203</td>
<td>Updated guidance for capitalized costs of internally developed software; treatment of software development costs; software developed by one activity and used by others without reimbursement; software development phases; and documentation. Added guidance for different software development methods; cross-functional Internal Use Software (IUS) reviews; determining accounting treatment of different software development activities; and capitalizable cost.</td>
<td>Revision/Addition</td>
</tr>
<tr>
<td>270204</td>
<td>Updated guidance for recognition responsibility, including recognition timing of contractor acquired property and progress payments. Updated capitalization threshold amounts and capitalization guidance. Revised recognition guidance for bulk purchases of software. Added guidance for IUS developed through a joint venture; for software licenses; cloud and other subscription based services, shared services; and guidance on accountable records of IUS.</td>
<td>Revision/Addition</td>
</tr>
<tr>
<td>270205</td>
<td>Added guidance addressing IUS enhancements.</td>
<td>Addition</td>
</tr>
<tr>
<td>270206</td>
<td>Updated guidance for maintenance and repair of IUS.</td>
<td>Revision</td>
</tr>
<tr>
<td>270207</td>
<td>Added guidance addressing amortization of IUS.</td>
<td>Addition</td>
</tr>
<tr>
<td>270208</td>
<td>Added guidance addressing impairment of IUS.</td>
<td>Addition</td>
</tr>
<tr>
<td>270209</td>
<td>Updated guidance addressing the removal/disposal of IUS.</td>
<td>Revision</td>
</tr>
<tr>
<td>270301</td>
<td>Added guidance on the use of the “Canceled” Treasury Account Symbol.</td>
<td>Addition</td>
</tr>
<tr>
<td>270303</td>
<td>Added guidance for reporting requirements.</td>
<td>Addition</td>
</tr>
<tr>
<td>Figure 27-2</td>
<td>Added a capitalization decision tree for IUS.</td>
<td>Addition</td>
</tr>
<tr>
<td>Annex 1</td>
<td>Added an annex containing common terms used by information technology and software programming professionals, with corresponding examples, that are relevant to IUS.</td>
<td>Addition</td>
</tr>
<tr>
<td>Annex 2</td>
<td>Added guidance for use as an alternative methodology for establishing opening balances for IUS.</td>
<td>Addition</td>
</tr>
</tbody>
</table>
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CHAPTER 27

INTERNAL USE SOFTWARE

2701 GENERAL

270101. Overview

A. This chapter prescribes Department of Defense (DoD) accounting policy for Internal Use Software (IUS), which is a subset of General Property, Plant, and Equipment (PP&E). This overview paragraph will define and describe the characteristics of General PP&E.

B. General PP&E items are used in providing goods or services, or support the mission of the entity, and typically have one or more of the following characteristics:

1. The item could be used for alternative purposes (e.g., by other DoD or Federal Programs, state or local governments, or nongovernmental entities), but it is used to produce goods or services, or to support the mission of the entity;

2. The item is used in business-type activities; and/or

3. The item is used by entities in activities whose costs can be compared to those of other entities performing similar activities (e.g., federal hospital services in comparison to commercial hospitals).

270102. Purpose

The applicable general ledger accounts are listed in the government-wide United States Standard General Ledger (USSGL) contained in Volume 1, Chapter 7. The accounting entries for these accounts and the DoD Standard Chart of Accounts are specified in the DoD USSGL Standard Transaction Library. Unless otherwise stated, this chapter is applicable to all DoD Components, including Working Capital Fund (WCF) activities.

270103. Authoritative Guidance

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


B. FASAB SFFAC 7, “Measurement of the Elements of Accrual-Basis Financial Statements in Periods After Initial Recording;”

D. FASAB SFFAS 4, “Managerial Cost Accounting Standards and Concepts;”

E. FASAB SFFAS 10, “Accounting for Internal Use Software;”


H. FASAB TR 14, “Implementation Guidance on the Accounting for the Disposal of General Property, Plant, and Equipment;”


J. FASAB TR 16, “Implementation Guidance for Internal Use Software;”

K. FASAB TR 17, “Conforming Amendments to Technical Releases for SFFAS 50, Establishing Opening Balances for General Property, Plant, and Equipment;”

L. FASAB TR 18, “Implementation Guidance for Establishing Opening Balances;”


N. DoD Instruction (DoDI) 5000.76: “Accountability and Management of Internal Use Software (IUS);” and

O. Treasury Financial Manual (TFM) Volume1, Part 2, Chapter 4700


2702 ACCOUNTING FOR IUS

*270201. Definition

A. “Software” includes the application and operating system programs, procedures, rules, and any associated documentation pertaining to the operation of a computer system or program. Most often, software is an integral part of an overall system(s) having interrelationships between software, hardware, personnel, procedures, controls, and data. IUS is software that:

1. Is acquired or developed to meet the entity’s internal or operational needs (intended purpose); and
2. Is a stand-alone application, or the combined software components of an information technology (IT) system that can consist of multiple applications, modules, or other software components integrated and used to fulfill the entity’s internal or operational needs (software type).

Figure 27-1. IUS is Generally One Component of an IT System

B. IUS can be:

1. Purchased from commercial off-the-shelf (COTS) vendors and be ready for use with little or no changes;

2. Internally developed by employees of DoD, including new software and existing or purchased software that is modified with or without a contractor’s assistance; or

3. Contractor-developed software that a DoD Component paid a contractor to design, program, install, and implement, including new software and the modification of existing or purchased software.

C. IUS includes software that is:

1. Used to operate an entity’s programs (e.g., financial and administrative software, including that used for project management);
2. Used to produce the entity’s goods and to provide services (e.g., maintenance work order management and loan servicing); and

3. Developed or obtained for internal use and subsequently provided to other Federal Entities with or without reimbursement.

D. Integrated (embedded) software is not IUS.

1. IUS does not include computer software that is integrated into and necessary to operate General PP&E, rather than perform an application. Such software must be considered part of the PP&E of which it is an integral part, and capitalized and amortized accordingly (e.g., software embedded in airport radar, computer-operated lathes, military equipment/weapon systems and special test equipment). The aggregate cost of the hardware and software must be used to determine whether to capitalize or expense the costs. In situations where software and the hardware on which it runs have independent service lives, the determination of the useful life of the software must be viewed independently of the useful life of the hardware. The determination must be made on a case-by-case basis. The rationale for this determination must be documented.

2. Software used in conjunction with the operation of equipment, which is not the same as the integrated or embedded software, can be considered IUS if all of the following criteria apply:

   a. The software was developed separately from the equipment;

   b. The software is not required for the equipment to perform its core purpose and functions; and

   c. The quantity of equipment items on which the software will be installed is unknown.

E. DoD entities may purchase IUS as part of a package of products and services (e.g., training, maintenance, data conversions, reengineering, site licenses and rights to future upgrades and enhancements). If the costs are not readily separable between the IUS and the services on the invoice, contract or other procurement documents, costs should be allocated based on the relative fair values of the IUS and the services. The cost of the IUS should be capitalized (assuming it meets the capitalization criteria) and the cost of the training/maintenance should be expensed. Non-IUS costs (e.g., training and maintenance services) that are not susceptible to allocation between maintenance and relatively minor enhancements must be expensed.

F. Materiality, as defined by the SFFAS 1, is the degree to which an item's omission or misstatement in a financial statement makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the inclusion or correction of the item.
27-8

G. Additional definitions can be found in Annex 1.

*270202. Relevant USSGL Accounts

A. **Fund Balance with Treasury (Account 101000).** This account is used to record the aggregate amount of funds on deposit with the United States Department of the Treasury, excluding seized cash deposited.

B. **Internal Use Software (Account 183000).** This account is used to record the amount of capitalized cost of IUS for those costs that are to be capitalized in accordance with Table 27-1. It includes (1) purchased COTS software, (2) contractor-developed software, and (3) internally developed software.

C. **Internal Use Software in Development (Account 183200).** This account is used to record the full cost amount incurred for those costs that are to be capitalized in accordance with Table 27-1 during the software development phase of (1) contractor-developed software and (2) internally developed software, (as defined in SFFAS 10). Upon completion, these costs will be transferred to USSGL account 183000, Internal Use Software. There is no Generally Accepted Accounting Principles (GAAP) requirement to establish a separate account for each software under development. However, DoD Components may elect to create separate subaccounts to better differentiate and track costs.

D. **Accumulated Amortization on Internal Use Software (Account 183900).** This account is used to record the accumulated amount of amortization charges to expense for IUS.

E. **General Property, Plant, and Equipment Permanently Removed but Not Yet Disposed (Account 199500).** The General Property, Plant, and Equipment Permanently Removed but Not Yet Disposed account is used to record the value of General PP&E assets that have been permanently removed from service. Upon permanent removal from service, IUS assets must be recorded at their expected net realizable value (NRV) and must cease to be amortized. See paragraph 270209 for guidance on reporting IUS assets that have been permanently removed from service.

F. **Gains on Disposition of Assets – Other (Account 711000).** This account is used to record the gain on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

G. **Losses on Disposition of Assets – Other (Account 721000).** This account is used to record the loss on the disposition (such as sale, exchange, disposal, or retirement) of assets not associated with investments or borrowings/loans.

*270203. Acquisition/Valuation

A. **Recorded Cost.** When acquiring IUS, the acquisition cost and other costs necessary to bring the software to an operable condition must be recognized in accordance with paragraph 270204.
1. **COTS Software.** The capitalized cost of COTS software must be the actual purchase price, plus any costs incurred to place the software in service or otherwise make the software ready for use.

2. **Contractor-Developed Software.** The capitalized cost of contractor-developed software must include the amount paid to the contractor to design, program, install, and implement new software or to modify existing or COTS software, plus any costs incurred to implement or otherwise make the software ready for use.

3. **Internally Developed Software.** The capitalized costs of internally developed software must include the full cost (direct and indirect costs, as described in subparagraphs 270203.A.4.a, 270203.A.4.b and 270203.A.4.c) incurred after:
   a. The DoD Component authorizes and commits to a software project and believes that it is more likely than not that the project will be completed and the software will be used to perform the intended function(s), and it will have an estimated service life of two years or more; and
   b. The completion of the conceptual planning/planning and requirements phase (i.e., project evaluation, concept testing, and evaluation alternatives) as evidenced by a documented approval decision.

4. **Table 27-1.** This table provides a matrix of the software project phases and their related processes. The treatment of costs must be applied based on the nature of the costs incurred, not the exact sequence of the work. Full cost includes the costs of new software (e.g., salaries of programmers, systems analysts, project managers, and administrative personnel; associated employee benefits; outside consultants’ fees; rent; and supplies and overhead) and technical documentation. The development of technical documentation and manuals must be capitalized, but the costs of mass-producing manuals should be expensed in the period incurred. The various types of costs incurred during the software project phases include:
   a. **Direct Labor Costs.** Direct labor costs are typically the labor costs of project teams (e.g., programmers, engineers, managers) incurred during the Design/Development and Testing/Implementation Phase and are capitalized as part of the costs of the software project. Project managers and/or program managers must track direct labor cost and allocate to individual software projects. The allocation methodology must be consistent between projects and must be auditable.
   b. **Indirect Labor Costs.** Indirect labor costs are typically the labor costs associated with the Program Management Office (PMO) personnel responsible for overseeing more than one software project. In many instances, PMO indirect labor costs are immaterial when compared with the overall costs of a software project, and if determined to be immaterial, can be expensed. Decisions regarding the materiality of indirect labor costs, when such costs are expensed, must be justified, documented, and must be able to stand up to audit scrutiny. If indirect labor costs are determined to be material to a software project or projects and are to be distributed to the capitalized costs of such project, the costs must be allocated based on a distribution methodology that is consistently applied, documented and auditable.
c. **Overhead Costs.** Overhead costs are those costs associated with utilities, building maintenance, and supplies that are essential to the overall accomplishment of a software project. In many instances, overhead costs are immaterial when compared with the overall costs of a software project and if determined to be immaterial, the DoD Components should expense these costs. Decisions regarding the materiality of overhead costs when such costs are to be expensed must be justified, documented, and must be able to stand up to audit scrutiny. If overhead costs are determined to be material to a software project or projects and are to be distributed to the capitalized costs of such project, the costs must be allocated based on a distribution methodology that is consistently applied, documented and audible.

d. **Contractor Costs.** Contractor costs must be evaluated to determine whether the costs are to be expensed or capitalized. Such determination is based on the type of work performed by the contractors. Table 27-1 provides a breakdown of the various work activities and whether the cost of such activities must be expensed or capitalized.

e. **Data Conversion Costs.** All data conversion costs incurred for internally developed, contractor developed, or COTS software must be expensed as incurred, including the cost to develop or obtain software that allows for access or conversion of existing data to the new software. Such costs may include the purging or cleansing of existing data, reconciliation or balancing of data, and the creation of new or additional data.

B. **Software Development Phases Determine Recorded Cost (Internally Developed Software).** Software’s life-cycle phases include planning, development, and operations. This subparagraph provides a framework for identifying software development phases and processes to help isolate the capitalization period for IUS that the DoD entity is developing. The three phases of software development described in subparagraph follow a linear software development method. Generally, costs incurred during the development phase are to be capitalized and costs incurred in other phases are to be expensed. However, software development under other methods does not follow this linear approach and capitalization decisions absent distinct phases are more difficult. Regardless of timing, the cost incurred for development phase activities must be capitalized or expensed based on their substance/task activity rather than their phase. The three phases of software development are:

1. **Conceptual Planning/Planning and Requirements Phase.** In this phase, the DoD Components will most likely do the following:

   a. Make strategic decisions to allocate resources between alternative projects at a given time. For example, should programmers develop new software or direct their efforts toward correcting problems in existing software?

   b. Determine performance requirements (i.e., what it is that they need to do)?

   c. Invite vendors to perform demonstrations of how their software will fulfill a DoD Component’s needs.
d. Explore alternative means of achieving specified performance requirements. For example, should a DoD Component make or buy the software? Should the software run on a mainframe or client server system?

e. Determine that the technology needed to achieve performance requirements exists.

f. Select a vendor if a DoD Component chooses to obtain COTS software.

g. Select a consultant to assist in the software’s development or installation.

2. Software Design/Development and Testing/Implementation Phase. In this phase, the DoD Components will likely to do the following:

a. Use a system to manage the project;

b. Track and accumulate life-cycle cost and compare it with performance indicators;

c. Determine the reasons for any deviations from the performance plan and take corrective actions;

d. Test the deliverable to verify that they meet the specifications.

3. Operations and Maintenance/Disposition Phase. In this phase, the DoD Components will likely to do the following:

a. Operate the software, undertake preventative maintenance, and provide ongoing training for users;

b. Convert data from the old to the new system;

c. Undertake post-implementation review comparing asset usage with the original plan; and/or

d. Track and accumulate life-cycle cost and compare it with the original plan.
Table 27-1. Capital versus Expense IUS Activities
(Adapted from SFFAS 10, paragraph 11)

<table>
<thead>
<tr>
<th>Project Phase</th>
<th>Task</th>
<th>Treatment</th>
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<tr>
<td>Conceptual Planning/Planning &amp; Requirements</td>
<td>Project Evaluation</td>
<td>Expense</td>
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<tr>
<td></td>
<td>Concept testing</td>
<td>Expense</td>
</tr>
<tr>
<td></td>
<td>Evaluation of alternatives</td>
<td>Expense</td>
</tr>
<tr>
<td></td>
<td>Project approval</td>
<td>Expense</td>
</tr>
<tr>
<td>Design/Development &amp; Testing/Implementation</td>
<td>Design</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Coding</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Installation to Hardware</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Project personnel costs</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Technical Acceptance Testing</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Quality assurance testing</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Documentation</td>
<td>Capitalize</td>
</tr>
<tr>
<td></td>
<td>Overhead costs</td>
<td>Allocate</td>
</tr>
<tr>
<td></td>
<td>Data conversion software</td>
<td>Expense</td>
</tr>
<tr>
<td>Operations &amp; Maintenance/Disposition</td>
<td>Training</td>
<td>Expense</td>
</tr>
<tr>
<td></td>
<td>Data conversion</td>
<td>Expense</td>
</tr>
<tr>
<td></td>
<td>Help desk</td>
<td>Expense</td>
</tr>
<tr>
<td></td>
<td>Enhancement</td>
<td>See “IUS Enhancements” paragraph 270205.</td>
</tr>
<tr>
<td></td>
<td>Maintenance/Bug Fix</td>
<td>Expense</td>
</tr>
</tbody>
</table>

**PROGRAM MANAGEMENT**

The costs of program management and the PMO that may be incurred during each phase of software development or acquisition are indirect costs. PMO indirect costs should be expensed or capitalized, depending on: 1) their materiality to overall costs of individual software development projects, and 2) in which phase the costs are incurred.

C. **Software Development Methods.** Software development methods are ever evolving, with new methods and techniques being introduced over time. Included in the following subparagraphs are several descriptive examples of common software development methods.

1. **Linear/Waterfall Software Development Method.** The linear/waterfall software development method is a sequential design process, used in software development in which progress is seen as flowing steadily downwards (like a waterfall) through the software development phases. The linear/waterfall software development method follows the phases outlined in Table 27-1 in sequence, whereas the other software development methods as described in subparagraphs 270203.C.2 through 270203.C.4 can move between phases during the life of the development. Regardless of the development method (e.g., waterfall, prototyping, agile, or spiral), the capitalization decisions follow the tasks identified.
2. Prototyping Software Development Method. The prototyping software development method is a system development method in which a prototype (an early approximation of a final system or product) is built, tested, and then reworked as necessary until an acceptable prototype is finally achieved from which the complete system or product can be developed. This model works best in scenarios where not all of the project requirements are known in detail ahead of time. An iterative, trial-and-error process takes place between the developers and the users.

3. Agile Software Development Method. The agile software development method is a group of software development methods in which requirements and solutions evolve through collaboration between self-organizing, cross-functional teams.
   
   a. In an agile project, working software is deployed in iterations of typically one to eight weeks in duration, each of which provides a segment of functionality. Initial planning regarding cost, scope, and timing is usually conducted at a high level, and the project status is primarily evaluated based on software demonstrations.
   
   b. The IUS development phases listed in subparagraph 270203.B could be applied to agile development projects on an iteration basis. If an iteration developed meets the module or component asset description in accordance with subparagraph 270203.F.3 and the capitalization cut-off period described in subparagraph 270203.F.6, then it could be treated as an individual IUS project. If the numbers of iterations are dependent on the outcomes of multiple processes for a complete function, the cost incurred in these iterations should be grouped together based on the nature of the activities (capital or expense) and treated as one project for the purposes of recognition, measurement, and disclosure. Any future incremental releases that result in additional functionality can be treated as an enhancement of the original IUS project and accounted for in accordance with paragraph 270205.

4. Spiral Software Development Method. The spiral software development method combines the features of the waterfall and prototyping incremental models, but with more emphasis placed on risk analysis and management.
   
   a. The spiral methodology projects are typically separated into phases like the waterfall method: planning, risk analysis, engineering, and evaluation. However, they are broken up into incremental releases of the product, or incremental refinement through each time around the spiral and through continuously analyzing the requirements and improving the definition and implementation. At each iteration around the cycle, the project is improved and extended.
   
   b. The IUS development phases listed in subparagraph 270203.B could be applied to a spiral development project on a process iteration basis. If an iteration developed meets the module or component asset description in accordance with subparagraph 270203.F.3 and the capitalization cut-off period described in subparagraph 270203.F.6, then it could be treated as an individual IUS project. If the number of iterations are dependent on the outcomes of multiple spiral processes for a complete function, the cost incurred in these iterations should be grouped together based on the nature of the activities
(capital or expense) and treated as one project for the purposes of recognition, measurement, and disclosure. Any future incremental releases that result in additional functionality can be treated as an enhancement of the original IUS project and accounted for in accordance with paragraph 270205.

D. Cross-Functional IUS Reviews. Software development can be complex and accounting decisions often require a measure of judgment and expertise found throughout an organization. Examples of these decisions can include identifying assets that meet the IUS definition, determining the point at which an IUS project is more likely than not to be completed, whether an enhancement should be capitalized, and determining the useful life. DoD Components will ensure that key stakeholders from the IUS program, acquisition, and accounting organizations have adequate visibility into the major milestones throughout the acquisition process to make these decisions. This could take the form of an IUS acquisition review board, consisting of knowledgeable stakeholders who assess pending and active IUS projects to make such decisions. It could also include leveraging portfolio management processes already in place at some DoD Components. Stakeholders will meet periodically and with enough frequency to make timely decisions concerning the IUS and the decisions will be documented. Additional cross-functional decisions and deadlines for making them are found in Table 27-2. This review activity can also serve as a key control.

### Table 27-2. Cross-Functional Review Decisions and Timeline

<table>
<thead>
<tr>
<th>Decision</th>
<th>Decision Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify potential IUS</td>
<td>During the budget process and not later than end of planning phase</td>
</tr>
<tr>
<td>Determine that it is more likely than not that the IUS project will be completed</td>
<td>Prior to the completion of the planning phase</td>
</tr>
<tr>
<td>Assign a useful life</td>
<td>Prior to the end of final technical acceptance testing</td>
</tr>
<tr>
<td>Confirm that cost has been correctly accumulated and assigned to the asset</td>
<td>Prior to the end of final technical acceptance testing</td>
</tr>
<tr>
<td>Confirm that indirect costs have been appropriately allocated</td>
<td>Prior to the end of final technical acceptance testing</td>
</tr>
<tr>
<td>Assign an in-service date</td>
<td>Upon completion of final technical acceptance testing</td>
</tr>
<tr>
<td>Determine if licenses meet capital lease criteria</td>
<td>Upon license agreement execution</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Decision</th>
<th>Decision Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify potential capital enhancements</td>
<td>During the budget process and not later than end of planning phase</td>
</tr>
<tr>
<td>Management Oversight Decisions</td>
<td>On-going</td>
</tr>
<tr>
<td>• Impairment</td>
<td></td>
</tr>
<tr>
<td>• Evaluation of suspended projects</td>
<td></td>
</tr>
<tr>
<td>o More likely than not that the project will be completed</td>
<td></td>
</tr>
<tr>
<td>o More likely than not that the project will be cancelled</td>
<td></td>
</tr>
</tbody>
</table>
E. **Capital Versus Expense IUS Activities.** Many IUS programs and contracts include a variety of activities that are conducted by government and/or contractor personnel throughout the software development life cycle. Some costs associated with these activities should be capitalized as part of the cost of the IUS and some costs should be expensed. Regardless of the software development method (e.g., waterfall, prototyping, agile, or spiral), the capitalization decisions follow the activity. When reviewing contracts and budget documentation, care must be taken to distinguish between activities that are to be capitalized and those that are to be expensed. Refer to Table 27-1 for additional details on capital versus expense for IUS activities.

F. **Capitalizable Cost**

1. DoD Components must capitalize the cost of software when such software meets the criteria for General PP&E (see subparagraph 270204.E).

2. Costs related to capitalized activities identified in Table 27-1 must be accumulated in account 183200 (Internal Use Software in Development), but are not amortized until the software is placed-in-service. Costs should begin accumulating in this account if the IUS is anticipated to meet capital criteria and the criteria listed in subparagraph 270203.A.3 have been met.

3. Accumulated costs must be transferred to account 183000 (Internal Use Software) when the IUS is placed-in-service (see placed-in-service dates in subparagraph 270207.C). Many larger and more complex software systems, such as Enterprise Resource Planning systems, are developed and placed-in-service over time. For each module or component of a software project, costs must be moved from account 183200 (Internal Use Software in Development) to account 183000 (Internal Use Software), and amortization must begin when a module or component has been successfully tested. If the use of a module is dependent on the completion of another module(s), the movement from 183200 to 183000 will take place and amortization will begin when both that module and the other module(s) have successfully completed testing. For example, a DoD Component may develop an accounting software system containing three modules: a general ledger, an accounts payable sub-ledger, and an accounts receivable sub-ledger. In this example, each module could be analyzed to determine whether it could be treated as a separate IUS asset. Specifically, if the module provides economic benefit through distinct, substantive functionality, and meets the tests for capitalization threshold, ownership, and eligibility for capital treatment, then the module could be treated as a separate IUS asset.

4. Capitalized IUS costs must have sufficient supporting documentation as discussed in paragraph 270302, including support for costs incurred in the development of the IUS. Documentation in the form of narratives, software architectural documentation, user manuals and other similar documents supporting the functionality of the components/modules of a software system must be available to substantiate whether the IUS should be treated as separate IUS assets.

5. The full cost (direct and indirect cost as described in subparagraphs 270203.A.4.a through 270203.A.4.d) incurred during the software development phase must be
capitalized. Considering economic feasibility, a cost estimation technique could be developed to trace the costs to outputs based on the SFFAS 4, paragraph 124, provision that “[in] principle, costs should be assigned to outputs in one of the methods listed in the order of preference:

   a. Directly tracing costs wherever economically feasible;

   b. Assigning costs on a cause-and-effect basis; and

   c. Allocating costs on a reasonable and consistent basis.

6. Costs incurred after final technical acceptance testing has been successfully completed must be expensed (see Table 27-1). Technical acceptance testing is testing undertaken to verify if a software product meets technical specifications. Technical acceptance testing costs are capitalizable costs. Operational testing and evaluation and other functional testing conducted after technical acceptance must be expensed. Similarly, if the software consists of multiple individual components or modules, the capitalization phase must end for each component/module after technical acceptance testing is complete for that component/module. In some development practices, each iteration within an IUS development has its own acceptance testing before moving forward to the next iteration and final acceptance testing may not always be performed. The entity should identify a pre-determined agency milestone such as the go-live or in-service date, which is equivalent to a final technical acceptance test for capitalization cut-off purposes.

7. For COTS software, capitalized costs must include the amount paid to the vendor for the software. For contractor-developed software, capitalized costs must include the amount paid to a contractor to design, program, install, and implement the software. Material internal costs incurred by the Federal Entity to implement the COTS or contractor-developed software and otherwise to make it ready for use must be capitalized.

G. Documentation

1. When recording the acquisition of IUS in the Accountability Property System of Record (APSR) and/or accounting system, the software must be assigned a dollar value (i.e., recorded cost) as detailed in this chapter. Appropriate documentation must be available to support the dollar value. Paragraph 270302 includes a complete discussion of supporting documentation related to IUS.

2. To establish proper PP&E financial control when acquiring IUS from another DoD Component or Federal Agency, the acquiring DoD Component must request from the losing DoD Component or other Federal Agency, the necessary source information and financial transfer documents, to include unique identifier(s) for the software(s); location; original acquisition cost(s); cost of enhancements; the date the software was developed, or acquired; the estimated useful life; the amount of accumulated amortization; and other relevant information linked to that software. If this information is not available, the gaining and losing entities must develop and document a reasonable estimate to support the financial transfer of the software.
Recognition

DoD Components must recognize all acquired IUS for accountability and financial reporting purposes. Recognition requires the proper accounting treatment (expense or capitalization with amortization) and the reporting of capitalized amounts and accumulated amortization on the appropriate DoD Component’s financial statements. For financial reporting purposes, all IUS that has a useful life of two years or more and meets the capitalization criteria described in subparagraph 270204.E must be capitalized. IUS that does not meet the capitalization threshold must be expensed.

A. Recognition Responsibility

1. The DoD Component’s financial reporting responsibility can be determined using a two tier criteria:

   a. Exclusive/sole Use. When a DoD Component is the exclusive/sole user of capitalized IUS, it will report the IUS on its Balance Sheet. If there is no exclusive/sole user, the DoD Component must apply the second criteria.

   b. Control. If an exclusive/sole user does not exist, the DoD Component that controls the IUS will have financial reporting responsibility. Evidence of control can include funding the software maintenance, exercising access control, and prioritizing enhancements.

2. DoD Components that possess and/or control IUS items that materially contribute to the Component’s mission must maintain accounting and financial reporting for such items, regardless of the organization that originally acquired or provided the funding for the items. If a DoD Component prepares financial statements, such IUS items must be appropriately recognized in its financial statements.

B. Recognition Uncertainty

1. It is important that the overall accounting records of the DoD and the Federal Government are not duplicative. In situations where doubt exists as to which DoD Component should recognize an item, DoD Components involved must reach agreement with the other applicable DoD Components or Federal agencies as to which entity will recognize the item. The process used to reach this agreement and the terms of the agreement must be documented in a memorandum of agreement and be considered supporting documentation.

2. If an agreement cannot be reached, the matter must be referred to the Office of the Deputy Chief Financial Officer, Office of the Under Secretary of Defense (Comptroller) for resolution. Requests for resolution must be accompanied by adequate supporting documentation to assist in resolution of the matter and be submitted through the Financial Management and Comptroller of the submitting Military Department or Defense Agency.
C. Recognition Timing

1. Recognition of the COTS IUS for financial reporting purposes must occur no later than the technical acceptance of the software.

2. IUS in development must be recorded in the Internal Use Software in Development account (USSGL 183200) during the design, development and testing, and implementation phases. After technical acceptance testing is completed, an IUS asset will be recognized, capital costs will be transferred to the Internal Use Software account (USSGL 183000), and accountability must be established in the APSR.

3. For IUS assets acquired by a contractor on behalf of a DoD Component (i.e., the DoD Component that will ultimately hold title/license to the assets), the software must be recognized upon completion of the technical acceptance testing by the contractor performing the service, or by the DoD Component. Contract financing payments (e.g., progress payments, performance-based payments, and commercial interim payments) made to a contractor prior to completion of final technical acceptance testing must be recorded in a Software in Development account until the IUS is placed-in-service. Upon completion of technical acceptance testing, the Contractor Acquired Property (CAP) must be capitalized in the appropriate USSGL account. See subparagraph 270203.F for guidance on the use of the Software in Development account.

D. Capitalization Thresholds

1. The current IUS capitalization threshold for all DoD Components is $250,000, except for the Office of the Director of National Intelligence, for which the capitalization threshold is $1 million.

2. IUS with a cost that equals or exceeds the appropriate capitalization threshold must be capitalized according to subparagraph 270204.E as an asset in the appropriate DoD Component’s accounting records and amortized over its useful life. IUS items with a cost below the appropriate capitalization threshold must be expensed; with the exception of IUS items acquired as part of a qualifying bulk purchase (see subparagraph 270204.G).

3. The capitalization threshold described in subparagraph 270204.D.1 is for financial reporting purposes. The requirement for accountability of IUS is discussed in subparagraph 270204.K.

E. Capitalization Criteria

1. IUS is recognized and capitalized if it meets the following criteria for General PP&E:

   a. Useful life of two years or more;

   b. Intended for use or being available for use by the entity;
c. Not intended for sale in the normal course of business; and

d. Total cost is greater than DoD Component’s capitalization threshold (as described in subparagraph 270204.D).

2. As development work accumulates, the costs must be entered into an Internal Use Software In Development account (183200). When the IUS passes final technical acceptance testing, the accumulated costs must be removed from the “In Development” account and transferred to the Internal Use Software account (183000). Accounting entries for this account are specified in the DoD USSGL Transaction Library.

F. Joint Ventures

If IUS is developed through a joint venture between two or more entities, including at least one entity outside of the DoD, the DoD Component must capitalize the IUS asset if it meets the criteria for capitalization, based on its portion of the development cost in relation to the capitalization threshold. The DoD Component will only record the portion it funded which will be capitalized if it meets the criteria for capitalization.

G. Bulk Purchases of Software Applications/Programs

1. Bulk purchases must be considered if they may materially affect the fiscal year financial statements during which they were purchased. The determination of whether an item is material depends on the degree to which omitting or misstating information about the item makes it probable that the judgment of a reasonable person relying on the information would have been changed or influenced by the omission or the misstatement. To ensure that the statements are not materially affected, new bulk purchases of software with an aggregate cost that exceeds the capitalization threshold must be capitalized.

2. An exception to this requirement includes license agreements that do not meet the criteria established for capital leases in subparagraph 270204.H. Costs related to such purchases must be expensed in the period incurred.

3. When multiple acquisitions of the same IUS application(s)/programs (for example spreadsheets, word processing programs, etc.) or modules or components of a software system are made as part of a single contract within a fiscal year, the purchases must be added together to determine whether they meet the capitalization threshold. Purchases made on a single contract during separate fiscal years are to be considered separately. DoD Components must not split bulk purchases into multiple transactions with the intent of avoiding capitalization.

4. Bulk purchases of licensed IUS with terms less than two years in length do not need to be considered for capitalization. Table 27-3 provides capitalization guidelines for bulk purchase licenses.
Table 27-3. Capitalization is Dependent on Term and Aggregate Purchase Amount

<table>
<thead>
<tr>
<th>Bulk Purchased License Terms</th>
<th>Aggregate Purchase Amount</th>
<th>Guidance</th>
</tr>
</thead>
<tbody>
<tr>
<td>License Term &lt; 2 years</td>
<td>N/A</td>
<td>Expense</td>
</tr>
<tr>
<td>License Term = / &gt; 2 years or Perpetual</td>
<td>Under capitalization threshold</td>
<td>Expense</td>
</tr>
<tr>
<td>License Term = / &gt; 2 years or Perpetual</td>
<td>Equal to or exceeding capitalization threshold*</td>
<td>Capitalize</td>
</tr>
</tbody>
</table>

*Maintenance agreements included in the purchase of licenses are not to be considered part of the cost for this determination.

H. Software Licenses

1. Software licenses are defined as licenses for which the license holder is only entitled to use the software for a specified time period, after which the right to use the software expires and the license must be renewed or a new license purchased in order to continue using the software. License agreements to use software come in many forms and vary in length of the license period. Software licenses can be term or perpetual.

   a. Term licenses provide the right to use the software for a specified period of time. The determination of whether term licensed IUS will be capitalized or not must be based on lease accounting concepts in which the criteria in Table 27-3 are applied.

   b. Perpetual software licenses give the DoD Component the right to use the software in perpetuity in exchange for an upfront cost, which could be charged as a one-time payment or financed over a set period of time. If the license is perpetual, then the entity is purchasing the IUS and must apply the capitalization criteria to determine if the license must be capitalized or expensed.

2. If one of the following criteria applies, the IUS can be expensed and the lease criteria analysis does not need to be conducted:

   a. The license term is less than two years;

   b. The license cost (excluding any maintenance agreements) is less than the capitalization threshold; or

   c. The aggregate cost of a bulk license purchase (excluding any maintenance agreements) is less than the capitalization threshold. See subparagraph 270204.G for guidance related to bulk purchases of software.

3. If none of the criteria listed in subparagraph 270204.H.2 is applicable, the capital lease criteria described in Table 27-4 must be applied. If any one or more of the criteria listed in Table 27-4 apply, the IUS must be recorded as a capital lease.
Table 27-4. Capital Lease Criteria as Applied to Licenses

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>The license transfers ownership of the property to the licensee by the end of the license term.</td>
<td>For IUS, this would mean that the license transfers ownership of the intellectual property (e.g., source code) to the licensee by the end of the license term.</td>
</tr>
<tr>
<td>The license contains an option to purchase the software at a bargain price.</td>
<td>For IUS, this would mean that the license contains an option to purchase the software intellectual property (e.g., source code) at a bargain price.</td>
</tr>
<tr>
<td>The present value of minimum license payments, excluding that portion of the payments representing executory cost, equals or exceeds 90 percent of the fair value of the software.*</td>
<td>It is very unusual for software to meet this criteria. The value of the software itself typically far outweighs a license to use a copy of it.</td>
</tr>
<tr>
<td>The license term is equal to or greater than 75 percent of the estimated economic life of the software.*</td>
<td>Some licenses may meet this criteria. Economic life is defined as the estimated remaining period during which the property is expected to be economically usable by one or more users, with normal repairs and maintenance, for the purpose for which it was intended at the inception of the lease, without limitation by the lease term. For example, a perpetual license will always be equal or greater than 75 percent of the estimated economic life. A license term of 5 years for software that has an economic life of 10 years would not meet this criteria.</td>
</tr>
</tbody>
</table>

* The last two criteria are not applicable when the beginning of the license term falls within the last 25 percent of the total estimated economic life of the software.

4. A license agreement may include executory costs for maintenance and technical support. DoD Component judgment should apply in determining what portions of license fees are attributable to software capitalizable costs versus executory costs. Assuming lease capitalization criteria and thresholds are met, software license capitalization amounts may be derived from the payment schedule contained in the license agreement. As stated in SFFAS 5, if the portion of the minimum lease payments representing executory cost is not determinable from the lease provisions, the amount should be estimated. DoD Components may also want to consider having each license agreement specifically identify the various costs throughout the license life cycle, for example, initial license, maintenance, and enhancement.

5. Additional guidance regarding accounting for license agreements includes:

   a. Maintenance costs agreed to as part of the initial license agreement are to be expensed in the period they are incurred;

   b. "True-up" costs associated with unlimited license agreements or enterprise licenses that may occur (depending on the agreement terms) at the end of each year to reconcile and account for the actual quantity of users will also be expensed; and
c. Software upgrades that are included in annual maintenance and security assurance agreements should be expensed, not be capitalized as enhancements or separate assets.

6. License agreements that do not meet the criteria established for capital leases set out in Table 27-4 must be expensed by the DoD Component in the period incurred.

I. Cloud and Other Subscription Based Services

1. A cloud computing service is any resource that is provided over the Internet. It has the following essential characteristics: on-demand self-service, broad network access, resource pooling, rapid elasticity, and measured service. The most common cloud service resources are: software as a service, platform as a service, and infrastructure as a service. Cloud services can take a number of forms. To determine whether the arrangement includes capitalized IUS, the DoD Component will need to examine the nature of the arrangement and apply the capitalization criteria.

2. When a DoD Component pays regular subscription fees to access and use software that is funded, maintained, and owned by a non-DoD entity, the subscription costs are to be expensed in the period incurred. This scenario is a service and does not constitute an IUS asset for the DoD Component.

3. A subscription arrangement using a cloud with a non-DoD entity can result in DoD-owned IUS if the using DoD Component takes possession, or has the ability to take possession of a software application without incurring a significant penalty. DoD Components must capitalize this IUS if it meets the capitalization criteria as described in subparagraphs 270204.D and 270204.E.

4. When a cloud or subscription arrangement exists between DoD Components, the Component that owns the software (see subparagraph 270204.A) will report it as IUS. The subscribing DoD Component(s) will expense any fees paid for the service in the period incurred.

5. If a cloud computing arrangement includes a software license, the customer must account for the software license element of the arrangement consistent with the acquisition of other software licenses in accordance with the lease criteria discussed in subparagraph 270204.H. SFFAS 10 is not applicable to a cloud computing arrangement that does not convey a contractual right to the IUS or to ones that do not include an IUS license. The entity that develops and owns the software, platform or infrastructure used in the cloud computing arrangement would account for the software development in accordance with SFFAS 10. If the funding to develop cloud computing is shared among entities without clear ownership, the service provider entity that receives funding and is responsible for maintaining the software, platform or infrastructure must account for the software in accordance with SFFAS 10 and the full cost/inter-entity cost requirements of SFFAS 4.
J. Shared Services

1. Shared services means a mission or support function provided by one business unit to other business units within or between organizations. The funding and resourcing of the service is shared and the providing entity effectively becomes an internal/external service provider.

2. There are three types of shared service structures in the Federal Government:
   - **Intra-agency.** Intra-agency shared services include those provided within the boundaries of a specific organization such as a Federal Department or Agency, to that organization’s internal units. Intra-agency shared services would be those between one DoD Component and another DoD Component.
   - **Inter-agency.** Inter-agency shared services are those provided by one Federal Organization to other Federal Organizations that are outside of the provider’s organizational boundaries. Inter-agency shared services would be those between one DoD Component and another Federal Agency/Organization outside of DoD.
   - **Commercial.** Commercial shared services are those provided by private vendors.

3. For intra-agency shared services, a cost allocation methodology could be developed in accordance with SFFAS 4, paragraphs 120-125. Additional guidance on cost allocation methodology can be found in the Volume 4, Chapter 19. For inter-agency shared services and commercial shared services, the service provider entity that owns (receives funding/responsible for maintaining) the software must account for the software in accordance with SFFAS 10. In the event that the entity receiving the service (the customer) has the contractual right to take possession of the software at any time during the hosting period without significant penalty, and it is feasible for the customer to either run the software on its own hardware or contract with another party unrelated to the vendor to host the software, then the customer must account for the software in accordance with SFFAS 10.

4. If the shared service arrangement includes a software license, the DoD Component must account for the software license element of the arrangement consistent with the acquisition of their other software licenses, as discussed in subparagraph 270204.H. SFFAS 10 is not applicable to a shared service arrangement that does not convey a contractual right to the IUS or to ones that do not include an IUS license.

K. Accountable Records of IUS

DoD Components must establish accountable records for all government IUS purchased or otherwise obtained. IUS which meets the criteria for capitalization must be accounted for in an APSR. IUS which does not meet the criteria for capitalization must be accounted for in either an APSR or approved managerial system. Managerial systems must contain all general data elements.
that would be contained in a data compliant APSR. In addition, managerial systems must have
documented controls and procedures in place that are sufficient to withstand potential audit
scrutiny and support the audit requirement of a complete universe of assets. The primary
Accountable Property Officer or designated delegate should grant managerial system approval.
See DoDI 5000.76.

*270205. IUS Enhancements

A. An IUS enhancement is a modification to existing IUS that provides it with
significant additional capabilities and enables the software to perform tasks that it was previously
incapable of performing. DoD Components must capitalize an enhancement that increases the
capability of the IUS when its cost meets or exceeds the capitalization threshold. Criteria to
capitalize enhancements to IUS differs from that of other PP&E in that changes that merely extend
the useful life or improve efficiency are to be expensed, irrespective of the cost. (Even though the
costs associated with the extension of useful life are expensed, the amortization of any previously
capitalized amount must be extended to reflect that new useful life period.) Capitalizable
enhancements normally require new software specifications and may require a change to all or
part of the existing software specifications. For example, DoD Components should capitalize the
cost of modifying existing software for making ad hoc queries, if it required new software
specifications and/or changes to existing software specifications and it also exceeds the
capitalization threshold. In addition, the DoD Components should expense the nominal charges
paid for enhanced versions of software in the period incurred.

B. If one module is dependent upon another to function, then those modules
must be evaluated together as one enhancement. Components must amortize all costs of an
enhancement that have been capitalized based on the IUS capitalization criteria, including any
costs carried over or allocated from the original software, over the enhancements estimated useful
life, which should not exceed five years.

C. DoD Components must begin accumulating costs for enhancements when
it is determined that it is more likely than not that the enhancement will result in new capabilities;
and the project phase in which the costs are being incurred and the nature of the cost meets the
criteria for capitalization treatment set out in Table 27-1; and the estimated total cost of the
enhancement meets the IUS capitalization threshold. When the development of the enhancement
takes place over multiple periods, the costs will accumulate in account 183200 (Internal Use
Software in Development) until the completion of the enhancement (see subparagraph 270207.C
on placed-in-service dates), at which time the costs are moved to account 183000 (Internal Use
Software).

D. DoD Components must separately account for enhancements in a manner
that allows them to specifically identify and support each capitalized enhancement made to the
IUS.

E. An enhancement to IUS that meets or exceeds the capitalization threshold
to correct a design flaw, and in effect doubles its useful life, must be expensed in the period
incurred, unless the enhancement adds new capabilities to the software. However, the useful life
of the IUS is subject to adjustment and must reflect the enhancement. Knowledgeable personnel must determine and document the additional useful life, which should not exceed five years added to the existing useful life.

F. The cost of minor enhancements resulting from ongoing systems maintenance or incurred solely to repair a design flaw without adding additional capabilities must be expensed in the period incurred. Examples of minor enhancements include updating data tables, web-enabling, customizing reports, or changing graphic user interfaces. Enhancements that extend the useful life of the software without adding significant capabilities are to be considered minor enhancements and expensed. However, in instances where the useful life of the software is extended, the amortization period must be adjusted as described in subparagraph 270205.E.

G. A specific software development project may include expenditures for enhancements and maintenance that cannot be easily separated but may be reasonably and consistently allocated. One approach that can be used is a ratio based on the projected work hours for development phase activities relative to other types of work. Such a ratio can be applied to determine the expenditures that should be capitalized when the expenses meet the other capitalization criteria. The basis for allocating costs must be applied consistently and in accordance with GAAP.

H. Documentation related to IUS enhancement decisions, such as the justification for capitalizing the enhancement, a change of useful life, and the amount capitalized must be retained. Specific documents that support these decisions can vary by organization and asset, but could include an analysis from software developers or a cross-functional review team that defines the enhancement’s impact on functionality and useful life.

I. The cost of enhancements to more than one IUS asset as identified by a unique identifier, when performed under a single contract or work order that cannot be specifically identified by asset must be capitalized only if the allocated cost per IUS equals or exceeds the appropriate DoD capitalization threshold and the enhancements are determined more likely than not to add additional capability to the existing software.

J. When a single IUS goes under more than one enhancement and the enhancements are part of one overall effort to increase the software’s functionality, and/or useful life; the sum of the costs of the enhancements must be capitalized, if the summed costs equal or exceed the appropriate DoD capitalization threshold. This is required even when the enhancements are funded separately. The enhancements must be capitalized when the determination has been made that it is more likely than not that the enhancements will result in new significant capabilities.

*270206. Maintenance and Repair

A. Maintenance and repair costs are not considered capital enhancements, regardless of whether the cost equals or exceeds DoD capitalization threshold. Maintenance and repairs are activities directed toward keeping IUS asset in an acceptable condition so that it continues to provide services and achieves its expected useful life. Maintenance and repair
activities include subsequent security accreditations (not included in user acceptance testing); software diagnostics; repair processing and/or performance failures; updates to documentation; minor software updates; minor corrections to design flaws; and other activities needed to preserve or maintain the software. Maintenance and repairs, as distinguished from enhancements, exclude activities directed towards expanding the capacity of IUS or otherwise upgrading it to serve needs different from, or significantly greater than, its current use.

B. The costs of maintenance agreements purchased with a software license are not included in the historical cost of IUS when determining whether to capitalize the IUS. If maintenance costs are not distinguishable from the cost of the license itself, reasonable and documented estimating methods must be used. Upgrades that are included in annual maintenance and security assurance agreements will not be capitalized as enhancements or separate assets.

*270207. Amortization

A. **Amortization** is the systematic and rational allocation of the acquisition cost of IUS, over its estimated useful life. The DoD recovery periods (useful life) for IUS amortizable assets are set out in Table 27-5. The useful life must be determined during the planning phase of the software development, based on the length of time it is expected to have economic benefit or service potential to the DoD Component. The decision on the useful life must be documented and made with input from personnel familiar with the software’s technical characteristics and planned 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.

B. The recorded cost of IUS and enhancements to IUS, which have been capitalized according to the guidance in Table 27-1, must be amortized. Such capitalized amounts, as well as associated amounts of accumulated amortization and amortization expense, must be reflected in DoD Component’s financial statements.

C. DoD Components must document the placed-in-service dates for both acquired IUS and developed IUS. Documented placed-in-service dates are critical in determining when to start amortization of capitalized IUS costs. IUS is considered placed-in-service when final technical acceptance testing is completed. The point at which this milestone is reached can vary for different types of software acquisitions.

1. For IUS acquired through a Major Automated Information System acquisition program, the Full Deployment Decision date made by the Milestone Decision Authority will serve as the placed-in-service date.

2. For other IUS system acquisitions, the Initial Operational Capability (IOC) date will be used as the placed-in-service date. System’s Capability Development Document (CDD) and/or Capability Production Document (CPD) often define the IOC. DoD Components can use other supporting documents for acquisitions that do not require a CDD or CPD.
3. If knowledgeable parties within a DoD Component determine that a placed-in-service date other than the ones listed in subparagraphs 270207.C.1 and C.2 better align to the completion of final technical acceptance testing for a specific software acquisition, the alternate placed-in-service date can be used. However, the DoD Components must document and justify the decision.

D. Before beginning amortization, the IUS must have successfully completed final acceptance testing. This criteria is necessary, especially for internally developed software but also for contractor-developed and COTS software because testing plays a major role for software assets by demonstrating that the software product can meet the requirements and of the need for a clear point for ending the developmental phase.

E. When IUS is replaced with new software, the unamortized cost of the old software must be expensed when the new software successfully completes testing. No adjustments will be made to the previously recorded amortization. Any additions to the book value or changes in useful life must be treated prospectively. The change should be accounted for during the period of the change and future periods.

F. All IUS must be accounted for in an APSR. Figure 27-2 provides a decision tree to assist in determining what elements of an IUS project should be capitalized for financial reporting purposes.

G. Proper supporting documentation must be retained by the program office to justify the estimated useful life of the program. Examples of proper documentation are engineering estimates, operational requirements documents, mission needs statements, commercial industry-equivalent information, contracts, and acquisition documents (such as the Select Acquisition Report). See paragraph 270302 for additional information on supporting documentation requirements.

H. In the case of IUS assets, after the successful completion of the final technical acceptance testing described in subparagraph 270270.D, the event that triggers the calculation of amortization is the date the asset is installed and placed-in-service (regardless of whether it is actually used). In the case of internally developed IUS, the costs of developing the IUS that are capitalizable should be recorded in the Internal Use Software in Development account (183200) but are not amortized until the software is placed-in-service, at which time the balance (total capitalizable development costs) should be transferred to the Internal Use Software account (183000). Amortization should begin when a module or component has been successfully tested. If the use of a module is dependent on the completion of another module(s), the movement from account 183200 to account 183000 will take place and amortization will begin when both that module and the other module(s) have successfully completed testing and are placed-in-service.

I. DoD policy permits the use of only the straight-line method of amortization. Straight-line amortization expense is calculated based on the recorded cost divided equally among accounting periods during the software’s useful life based on recovery periods in Table 27-5. The salvage value for all capitalized IUS for the DoD Components should be zero.
J. If an IUS asset remains in use longer than its estimated useful life, it must be retained in the APSR, as well as the accounting records, and reflect both its recorded cost and accumulated amortization until disposition of the software.

K. WCF activities are required to recognize and amortize IUS assets in accordance with the guidance in this chapter without regard to whether such assets are procured through a WCF activity’s Capital Purchase/Investment Program budget or whether amortization for such assets is included in rates charged to customers. The recognition of IUS assets and the amortization of such assets by WCF activities therefore may be different for financial statement reporting purposes than the amortization amounts used for WCF rate development and budget presentation. All IUS asset amortization of WCF activities must be recognized as an expense on the Statement of Net Cost, reflected in the Statement of Changes in Net Position, included in accumulated amortization amounts on the Balance Sheet, and reported in the “Defense Working Capital Fund Accounting Report [Accounting Report (Monthly) 1307] (AR(M)1307).” Accounting Report 1307 is described in Volume 6a Chapter 15. Amortization recorded on IUS assets that was not acquired nor will be replaced through use of Defense WCF resources must be classified as non-recoverable for rate setting purposes and reported appropriately on the AR(M)1307. Defense WCF rates charged to customers are based on guidance in Volume 2B and Volume 11B.

Table 27-5. DoD Recovery Periods for Amortizable IUS Assets

<table>
<thead>
<tr>
<th>Description of IUS Assets</th>
<th>Recovery Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capitalized IUS</td>
<td>2, 3, 4, 5 or 10 Years*</td>
</tr>
<tr>
<td>Licenses</td>
<td>Term of the license agreement</td>
</tr>
<tr>
<td>Perpetual Licenses</td>
<td>5 Years</td>
</tr>
<tr>
<td>IUS Upgrades</td>
<td>Not capitalized**</td>
</tr>
<tr>
<td>Enhancements</td>
<td>Not more than 5 years***</td>
</tr>
</tbody>
</table>

* The useful life will be determined during the planning phase of the asset’s development based on the length of time it is expected to have economic benefit or service potential to the DoD Component.

** The amortization period of an IUS must be adjusted (not extending more than 5 years) if minor upgrades resulting from ongoing systems maintenance or repair of a design flaw extend the useful life of the software without adding additional capabilities. The cost of the upgrades should be expensed in the period incurred. Also note the upgrades that do add additional capabilities would be considered enhancements and would be capitalized and amortized if they meet the capitalization criteria in subparagraph 270204.E.

***See paragraph 270205 on the criteria for capitalizing versus expensing of IUS enhancements.
A. Impairment must be recognized and measured when one of the following occurs and is related to post-implementation/operational software:

1. The software is no longer expected to provide substantive service potential and will be removed from service; or

2. A significant reduction occurs in the software’s or software module’s capabilities, functions, or uses.

B. If the impaired software is to remain in use, the loss due to impairment must be measured as the difference between the book value and either:

1. The cost to acquire software that would perform similar remaining functions (i.e., the unimpaired functions) or, if that is not feasible;

2. The portion of the book value attributable to the remaining functional elements of the software.

C. The loss must be recognized upon impairment, and the book value of the asset reduced accordingly. If neither criteria listed in subparagraph 270208.B can be determined, the DoD Component should continue to amortize the book value over the remaining useful life of the software. However, this decision and associated analyses must be documented and retained.

D. If the impaired software is to be removed from use, the loss due to impairment must be measured as the difference between the book value and the NRV, if any. The loss must be recognized upon impairment, and the book value of the asset reduced accordingly. The NRV, if any, must be transferred to an appropriate asset account until the software is disposed of and the amount is realized.

E. When it is more likely than not that a developmental software project will not be completed, no further costs are to be capitalized and any costs that have been capitalized must be expensed. Indications that the software development may no longer be completed include:

1. The expenditures are neither budgeted nor incurred to fund further development;

2. The discontinuance of the business segment for which the software was designed;

3. The inability to resolve programming difficulties timely;
4. A decision to obtain COTS software instead and abandon the current software development; or

5. Major cost overruns occur.

F. When a developmental software project is suspended pending management’s evaluation as to whether to resume or terminate the project, the software development cost may remain capitalized in an Internal Use Software in Development account (USSGL 183200) as long as it is more likely than not that the developmental software project will eventually be completed and the cost incurred or expected to be incurred meets the capitalization threshold. The status of the project must be reevaluated periodically and the capitalized cost must be written off if management concludes that it is more likely than not that the software will not be placed-in-service in the future.

G. The loss from impairment, if any, must be recognized and reported in the Statement of Net Cost in the period in which the DoD Component concludes that the impairment is both (1) a significant decline in service utility and (2) expected to be permanent. Such losses may be included in program costs or costs not assigned to programs. A general description of the IUS for which an impairment loss is recognized, the nature (e.g., damage or obsolescence) and amount of the impairment and the financial statement classification of the impairment loss must be disclosed in the notes to the financial statements in the period the impairment loss is recognized if the amount is significant to the financial statements.

H. The impairment loss must be reported net of any associated recovery of the net realizable value when the recovery and loss occur in the same fiscal year. Recoveries reported in subsequent fiscal years must be reported as revenue or other financing source as appropriate. The amount and financial statement classification of recoveries must be disclosed in the notes to the financial statements.

I. The costs incurred to replace or restore the lost service utility of impaired IUS remaining in use must be accounted for in accordance with applicable standards (i.e., recognized according to the nature of the costs incurred and the appropriate capitalization threshold).

*270209. Removal/Disposal

A. In TR 14, FASAB defines removal from service as an event that terminates the use of a General PP&E asset. Removal from service may occur because of a change in the manner or duration of use, change in technology or obsolescence, damage by natural disaster, or identification as excess to mission needs. Removal from service must be considered other than permanent unless (1) the asset’s use is terminated and (2) there is documented evidence of the DoD Component’s decision to permanently remove the asset from service. If only one of the two business events has occurred, permanent removal from service has not occurred (i.e., the removal is considered other than permanent).
B. If an IUS’s normal use is terminated (i.e., it no longer provides service in the operations of the entity) but the DoD Component has not yet decided to permanently remove the IUS from service, the removal from service is considered other than permanent. Other than permanent removal from service is evidenced by activities such as continuing low-level maintenance to sustain the IUS in a recoverable status or until reutilization efforts are exhausted. For example, IUS taken out of service on a temporary basis is considered other than permanently removed from service. In such cases, the recorded cost of the IUS will remain in the Internal Use Software account (USSGL 183000). There is no change in the reported value for IUS that have been other than permanently removed from service and the IUS must continue to be amortized. Amortization charges to expense for IUS will continue to be recorded in USSGL 183900.

C. If (1) an IUS’s use is terminated and (2) the DoD Component has documented its decision to permanently remove the IUS from service, the removal from service must be accounted for as permanent. Permanent removal from service is evident from the DoD Component’s documented decision to dispose of an IUS by selling, recycling, or donating the IUS. The recorded cost as well as the accumulated amortization of an IUS permanently removed from service must be removed from the accounts in which they are reported, and the IUS must be recorded at its NRV in a General Property, Plant and Equipment Permanently Removed But not Yet Disposed account (USSGL 199500). USSGL account 199500 is defined in the DoD Standard Reporting Chart of Accounts under the DoD Account Definitions tab as the NRV of General PP&E that is permanently removed from service but not yet disposed and is reclassified in accordance with FASAB TR 14, paragraphs 10 and 12. NRV is the estimated amount that can be recovered from disposing of the asset less estimated costs of completion, holding, and disposal. Any difference between the net book value of the asset and its expected NRV must be recognized as a gain or loss. Any gain should be recorded in the Gains on Disposition of Assets – Other account (USSGL 711000); any loss should be recorded in the Losses on Disposition of Assets – Other account (USSGL 721000). The expected NRV should be evaluated at the end of each fiscal year and any change in NRV should be recognized as a gain or loss. IUS permanently removed from service is no longer amortized.

D. When an IUS is disposed of (e.g., by selling, recycling, donating, or destruction) the IUS must be written off from the financial records and financial statements and the difference between any disposal proceeds and the IUS’s net book value must be recognized as a gain or loss as described in subparagraph 270209.C. In such case, if the DoD Component receives a consideration (e.g., cash) for the disposal, a receipt of cash should be recorded in the Fund Balance with Treasury account (USSGL 101000). If the funds (consideration received) are not apportioned to the DoD Component, the fund must be transferred to miscellaneous receipts of the Treasury. There will be no consideration received for a donation. The disposal start date is the calendar date of a legally enforceable and recognizable obligation to complete the disposal action. For transfers and sales, this represents the date on which the instrument is endorsed or operation is ceased, whichever comes later. For natural disasters, this represents the actual date of the incident.
2703 ADDITIONAL CONSIDERATIONS

*270301. Use of Canceled Treasury Account Symbol

A. The Department of Treasury's Governmentwide Treasury Account Symbol Adjusted Trial Balance System (GTAS) is a data collection system that replaces the reporting functionalities of Federal Agencies Centralized Trial-Balance System I and II, Intragovernmental Fiduciary Confirmation System and Intragovernmental Reporting and Analysis System as the primary means for DoD Components to report their trial balance data to the Department of Treasury. Capitalized assets are required to be reported and remain in GTAS after the original purchasing Treasury Account Symbol (TAS) has expired and been canceled. If a capitalized asset has not been moved to a “C” TAS as described in 270301.B. GTAS will provide a “C” TAS on the GTAS Super Master Account File (SMAF) for each fund family represented on the SMAF. The system generated “C” TAS will have three components: the three digit agency identifier, availability type "C", and a four digit main account.

B. All DoD Components must use the “C” availability type TAS to report capitalized assets. Assets may be moved to a C TAS at any time from the purchase date to the date the original purchasing fund cancels. (Refer to the TFM, Part 2, Chapter 4700 for additional information.)

C. To transfer an asset to a C TAS:

1. Use USSGL account transaction E510 to transfer-out the asset from the purchasing fund account.

2. Use USSGL account transaction E606 to transfer-in the asset into the appropriate C TAS.

270302. Supporting Documentation

Entries to record financial transactions in accounting system general ledger accounts and/or the supporting subsidiary accountable property records and/or systems must:

A. Be supported by source documents that reflect all transactions affecting the DoD Component’s investment in the IUS.

1. All acquisitions, whether by purchase, transfer from other agencies, donation, or other means, must be supported as of the date the DoD Component takes custody of the IUS. The documents listed in Table 27-6, where applicable, must be readily available to support the changes in asset value or physical attributes as a result of new acquisition or capital enhancement.
Table 27-6. Supporting Documentation for IUS Acquisition

<table>
<thead>
<tr>
<th>Evidence</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unique Identification</td>
<td>Assignment of unique identifier</td>
</tr>
<tr>
<td>Project Approval</td>
<td>Such as, but not limited to, a Work Order</td>
</tr>
<tr>
<td><strong>Obligation on Behalf of the Government</strong></td>
<td>Such as, but not limited to:</td>
</tr>
<tr>
<td></td>
<td>1. For contracts, contract modifications, or change orders:</td>
</tr>
<tr>
<td></td>
<td>• Statement of Work;</td>
</tr>
<tr>
<td></td>
<td>• Dollar Amount of Contract;</td>
</tr>
<tr>
<td></td>
<td>• Location;</td>
</tr>
<tr>
<td></td>
<td>• Source of Funds;</td>
</tr>
<tr>
<td></td>
<td>• Parties to the Contract; and</td>
</tr>
<tr>
<td></td>
<td>• Signature Page [Signature of All Parties].</td>
</tr>
<tr>
<td></td>
<td>2. Documentation of labor hours;</td>
</tr>
<tr>
<td></td>
<td>3. Approved Work Order.</td>
</tr>
<tr>
<td>Payment Submitted</td>
<td>Such as, but not limited to:</td>
</tr>
<tr>
<td></td>
<td>1. Approved last invoice reflecting the total amount submitted for payment and received to date;</td>
</tr>
<tr>
<td></td>
<td>2. Evidence of in-house development costs, including labor;</td>
</tr>
<tr>
<td></td>
<td>3. Indirect Costs incurred internally by the gaining activity that relate to the new acquisition or capital enhancement.</td>
</tr>
<tr>
<td>Acceptance</td>
<td>Such as, but not limited to:</td>
</tr>
<tr>
<td></td>
<td>1. DoD <em>(DD) Form 250</em>, Material Inspection and Receiving Report;</td>
</tr>
<tr>
<td></td>
<td>2. Executed acquisition document and appraisal results for the donated IUS;</td>
</tr>
<tr>
<td></td>
<td>3. Signed agreement for software licenses;</td>
</tr>
<tr>
<td></td>
<td>4. A signoff document confirming key development milestones such as technical acceptance tests are met;</td>
</tr>
<tr>
<td></td>
<td>5. Documents to support the amount that has been expensed versus capitalized during the software development phase.</td>
</tr>
<tr>
<td></td>
<td>6. Executed reversionary document; and</td>
</tr>
<tr>
<td></td>
<td>7. Transfer letter and documents for transferred assets.</td>
</tr>
</tbody>
</table>

2. All disposals or retirements **must be supported as of the date** the IUS leaves the custody of the DoD Component to provide an adequate audit trail for the disposal of an asset. The execution of certain disposal events will generate financial or administrative accountability transactions. **These documents, where applicable, must be readily available to support disposals:**

a. ‘Declaration of excess’ document;

b. Approval documentation for the disposal;

c. Original acquisition documents;

d. Legal instruments (such as a license agreement or contract) to indicate legal obligation to dispose of an asset;

e. Document showing the disposal start date;
f. Receipt documentation; and

g. Transfer documents for transferred assets or as otherwise stated.

3. Documents that support the recorded cost of IUS assets must be retained by the DoD Component in accordance with the requirements contained in Volume 1, Chapter 9 or as otherwise stated. Documentation (original documents and/or hard and electronic copies of original documentation) must be maintained in a readily available location during the applicable retention period to permit the validation of information pertaining to the asset such as the purchase cost, purchase date, and cost of enhancements. The documentation must also be linked to the appropriate unique identifier(s). Supporting documentation may include, but is not limited to, the documentation as outlined in this subparagraph. DoD Component asset managers will maintain all applicable documentation for the retention period outlined in Volume 1, Chapter 9.

B. Include sufficient information indicating the quantity (as applicable would include the number of seats for which the IUS asset is loaded; the number of licenses; and/or the number of copies of a computer disk purchased), location and unit cost (as measured consistently with the criteria for quantification) of the IUS. The accountable property records must be designed to be of maximum assistance in making procurement and utilization decisions, including decisions related to identifying potential excess IUS that may be available for reuse, transfer to other DoD Components, or made available for disposal in accordance with current DoD regulations and other regulatory requirements.

C. Identify and classify IUS that was capitalized, recorded in the APSR and accounting system, and reported in the financial statements.

D. Be based on the same documents, to ensure that entries to the accounting and accountable property records are the same. This will ensure that the property accountability records are integrated and subsidiary to the accounting system and those records can be reconciled with the accounting system.

E. Include documents used to accumulate the cost of developmental projects. Each document must link to the appropriate asset unique identifier. For a listing of those costs that may be incurred during the development, see Table 27-1.

F. Include all IUS possessed by the Department (to include property held by others) and IUS of others held by DoD through seizure, forfeiture, loss, or abandonment.

G. Provide information to identify and account for licenses, regardless of whether the license meets the capital lease criteria or whether the value of the licenses exceeds DoD capitalization thresholds.

H. Provide information to identify and account for capitalized enhancements to IUS.
*270303. Reporting Requirements*

DoD Components with IUS should reference a note on the Balance Sheet that discloses information about the reported IUS assets. See Volume 6B, Chapter 10 for the specific reporting requirements.

*Figure 27-2. Capitalization Decision Tree for IUS Purchased from Commercial Off-the-Shelf Vendors; IUS Internally Developed by DoD and IUS Developed by a Third Party on Behalf of DoD*
Annex 1. Definitions and Examples

The following table contains common terms as they are generally defined by information technology and software programming professionals. It also includes scenarios relevant to IUS.

<table>
<thead>
<tr>
<th>Definition</th>
<th>Classified as IUS?</th>
<th>Capitalization</th>
<th>DoD Examples*</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Access Control Software</strong></td>
<td>No</td>
<td>Include with equipment costs</td>
<td>CA-ACF2, RACF</td>
</tr>
<tr>
<td>This type of software, which is external to the operating system, provides a means of specifying who has access to a system and the specific capabilities authorized users are granted.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Application Software</strong></td>
<td>Yes</td>
<td>Yes - When capitalization criteria is met</td>
<td>Microsoft Excel, Adobe Photoshop</td>
</tr>
<tr>
<td>A software program that performs a specific function directly for a user and can be executed without access to system control, monitoring, or administrative privileges.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Cloud – Public</strong></td>
<td>No</td>
<td>No</td>
<td>Dropbox</td>
</tr>
<tr>
<td>A cloud based environment that is generally external to the Department with infrastructure owned and managed by a third party. Public cloud services are generally subscription based.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Cloud – Private</strong></td>
<td>Yes</td>
<td>Yes – When the capitalization criteria is met, the DoD Component that controls the IUS has financial reporting responsibility</td>
<td>DISA milCloud</td>
</tr>
<tr>
<td>A cloud based environment that is generally internal to the Department and used solely by DoD Components.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Database Management System (DBMS)</strong></td>
<td>Yes</td>
<td>Yes - When capitalization criteria is met</td>
<td>Oracle Enterprise Manager</td>
</tr>
<tr>
<td>Computer software applications that interact with the user, other applications, and the database itself to capture and analyze data.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Definition</td>
<td>Classified as IUS?</td>
<td>Capitalization</td>
<td>DoD Examples*</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>-------------------</td>
<td>-----------------------------------------------------</td>
<td>---------------</td>
</tr>
<tr>
<td><strong>Enterprise Resource Planning System</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commercial software that integrates business information flowing through the Component. ERP systems contain functional modules (e.g., financial, accounting, human resources, supply chain, and customer information) that are integrated within the core system or interfaced to external systems.</td>
<td>Yes – portions of ERP systems are IUS (excluding any hardware acquired as part of the system)</td>
<td>Yes – portions of ERP systems are capitalized</td>
<td>Navy ERP, GFEBS, LMP, DAI</td>
</tr>
<tr>
<td><strong>Firmware</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A program recorded in permanent or semi-permanent computer memory.</td>
<td>No – may be capitalized as part of equipment</td>
<td>May be capitalized as part of equipment</td>
<td>Radar system software, lathe</td>
</tr>
<tr>
<td><strong>Freeware / Open Source Software (OSS)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Software that is offered at no cost.</td>
<td>No</td>
<td>No</td>
<td>Internet browser</td>
</tr>
<tr>
<td><strong>Hardware</strong></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>The physical components of IT, including the computers, peripheral devices such as printers, disks, and scanners, and cables, switches, and other IT equipment.</td>
<td>No</td>
<td>May be capitalized as general equipment depending on applicable capitalization criteria being met</td>
<td>Router, Server, Modem, Switch</td>
</tr>
<tr>
<td><strong>License – Annual</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A software license that must be renewed annually to continue using the software.</td>
<td>Yes</td>
<td>No - an annual license does not meet the useful life criteria of 2 years for capitalization</td>
<td>Microsoft Lync, VMWARE vSphere</td>
</tr>
<tr>
<td><strong>License – Enterprise</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A license that allows use of the software throughout an organization or for a specified number of users.</td>
<td>Yes</td>
<td>Only if it meets capitalization threshold and capital lease criteria</td>
<td>Microsoft Office, Oracle</td>
</tr>
<tr>
<td><strong>License – Perpetual</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A software license that gives the Department the right to use the software in perpetuity.</td>
<td>Yes</td>
<td>Only if it meets capitalization threshold</td>
<td>SAP Chrystal Reports</td>
</tr>
<tr>
<td>Definition</td>
<td>Classified as IUS?</td>
<td>Capitalization</td>
<td>DoD Examples*</td>
</tr>
<tr>
<td>-------------------------</td>
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<td>-----------------------------------------------------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td><strong>Middleware</strong></td>
<td></td>
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</tr>
<tr>
<td>Computer software that provides services to software applications beyond those available from the operating system.</td>
<td>Yes</td>
<td>Yes - If the system it is part of meets capital criteria</td>
<td>Linux Kernel</td>
</tr>
<tr>
<td><strong>Portal</strong></td>
<td></td>
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</tr>
<tr>
<td>Web-based application that provides personalization, single sign-on, and content aggregation from different sources, and hosts the presentation layer of information systems.</td>
<td>Yes</td>
<td>Yes – When capitalization criteria is met</td>
<td>Audit Response Center (ARC) Tool</td>
</tr>
<tr>
<td><strong>Simulation Software</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Based on the process of modeling a real or proposed system with a set of mathematical formulas that allows the user to observe an operation before performing it.</td>
<td>Yes</td>
<td>Yes – When capitalization criteria is met</td>
<td>F-35 Lightning II Training Software</td>
</tr>
<tr>
<td><strong>Operating System</strong></td>
<td></td>
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</tr>
<tr>
<td>The software that controls the execution of other computer programs, schedules tasks, allocates storage, manages the interface to peripheral hardware, and presents a default interface to the user when no application program is running.</td>
<td>No</td>
<td>Include in equipment costs</td>
<td>Windows, Linux</td>
</tr>
<tr>
<td><strong>System / IT System</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The term “system” by itself is not limited to any specific resource. A system may be any two resources that work together to produce a specific outcome. Internal use software may or may not be one component of an overall “system”.</td>
<td>Yes – software components of a system or IT system are IUS</td>
<td>Yes - When capitalization criteria is met</td>
<td>Navy ERP, GFEBs, DAI, CAMIS, MC4</td>
</tr>
<tr>
<td><strong>Utility Program</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>System software designed to perform a particular function or system maintenance.</td>
<td>No</td>
<td>Include in equipment costs</td>
<td>CD burner, Disk defragmenter, virus scan</td>
</tr>
<tr>
<td><strong>Web Application</strong></td>
<td></td>
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</tr>
<tr>
<td>An application that is accessed via the web over a network.</td>
<td>Yes (assuming it is owned by a DoD Component)</td>
<td>Yes - When capitalization criteria is met</td>
<td>Outlook Webmail</td>
</tr>
</tbody>
</table>

*DoD examples provided may or may not be capitalized
*Annex 2. Alternative Valuation Methodology for Establishing Opening Balances for Internal Use Software

A20101. Establishing Opening Balances for Internal Use Software

A. The alternative valuation method for establishing opening balances for Internal Use Software (IUS) described in Federal Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Standards (SFFAS) 50, “Establishing Opening Balances for General Property, Plant and Equipment: Amending Statement of Federal Financial Accounting Standards (SFFAS) 6, SFFAS 10, SFFAS 23, and Rescinding SFFAS 35” is available only once to each reporting entity. Therefore, prior to the establishment of IUS opening balances, DoD Components must validate that they are prepared to account for and comply with the recognition, measurement, presentation and disclosure requirements for IUS in accordance with FASAB SFFAS 10, “Accounting for Internal Use Software.”

B. DoD Components must identify any IUS that they have capitalized prior to establishing opening balances, including capitalized development costs. All DoD Components that have not previously undergone a financial statement audit where they received an unmodified (i.e., “clean”) audit opinion will exclude the value of all IUS, including development costs, from opening balances of General Property, Plant, and Equipment on their Balance Sheet. This means that DoD Components who have not undergone a financial statement audit where they received a “clean” audit opinion will adjust their capitalized IUS, including development costs, opening balances to zero. A DoD Component that has received a “clean” audit opinion should continue to account for IUS, including development costs, in accordance with FASAB SFFAS 10 and will not reduce their balances to zero.

C. Entries in the DoD Component accounting systems/records to record IUS opening balances at zero are subject to the reporting requirements under paragraph 13 of FASAB SFFAS 21, “Reporting Corrections of Errors and Changes in Accounting Principles, Amendment of SFFAS 7, Accounting for Revenue and Other Financing Sources”. Accordingly, the entries will be reflected as a change in accounting principle. Any adjustments must be properly documented and supported to assist ongoing audit efforts.

A20102. Financial Statement Disclosure Requirements

DoD Components who adjust their opening IUS balances, including development costs, in accordance with subparagraphs A.20101.B and A.20101.C, must disclose in their financial statements that an alternative valuation method was applied in establishing their opening balances. This disclosure must describe the alternative valuation method used in the first reporting period in which the reporting entity makes an unreserved assertion that its financial statements, or one or more line items, are presented fairly in accordance with Generally Accepted Accounting Principles. An unreserved assertion is an unconditional statement.
A20103. Prospective Accounting for Internal Use Software

A. Once the opening balances for IUS have been recorded at zero as described in paragraph A.20101.B, the DoD Components shall capitalize IUS costs for IUS placed-in-service and IUS in development in accordance with the provisions of FASAB SFFAS 10 for which guidance is provided in Chapter 27. This capitalization requirement includes IUS development costs incurred after the establishment of opening balances for projects started prior to the establishment of opening balances. The DoD Components must have sufficient source documentation to support the capitalized amounts of IUS based on actual historical cost. The DoD Components must apply the provisions of FASAB SFFAS 10 regarding amortization and impairment to any unamortized capitalized cost of the IUS.

B. The DoD Components should also fully implement the systems, internal controls, processes and procedures to be compliant with accounting for IUS under FASAB SSFAS 10. They must also periodically review and update the documentation of the systems, processes, and procedures as needed.