VOLUME 4, CHAPTER 17: "EXPENSES AND MISCELLANEOUS ITEMS"

SUMMARY OF MAJOR CHANGES

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

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

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

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

The previous version dated June 2019 is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Streamlined by removing duplicative narratives and grouped similar sections.	Revision
3.0 (1703)	Removed duplicative narratives.	Deletion
1.2 (170102)	Restructured authoritative sources in numerical order.	Revision
5.2 (170502)	Streamlined the narrative.	Revision
5.7 (170507)	Streamlined the narrative.	Revision
6.0 (1706)	Streamlined the narrative	Revision
8.3 (170803)	Removed current period statement presentation narrative. Comparative statements are required in accordance with Office of Management and Budget Circular A-136, "Financial Reporting Requirements."	Deletion

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CHAPTER 17

EXPENSES AND MISCELLANEOUS ITEMS

1.0 GENERAL (1701)

1.1 Purpose (170101)

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.

*1.2 Authoritative Guidance (170102)

The Federal Accounting Standards Advisory Board concluded in Statement of Federal Financial Accounting Standards ***(SFFAS) 5***, "Accounting for Liabilities of the Federal Government" 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 resulting 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 the following:

1.2.1. ***SFFAS 3***, Accounting for Inventory and Related Property.

1.2.2. ***SFFAS 4***, Managerial Cost Accounting Standards and Concepts.

1.2.3. ***SFFAS 6***, Accounting for Property, Plant, and Equipment.

1.2.4. ***SFFAS 7***, Accounting for Revenue and Other Financing Sources and Concepts for Reconciling Budgetary and Financial Accounting.

1.2.5. ***SFFAS 21***, Reporting Corrections of Errors and Changes in Accounting Principles, Amendment of SFFAS 7, Accounting for Revenue and Other Financing Sources.

1.2.6. ***SFFAS 55***, Amending Inter-entity Cost Provisions.

1.2.7. Statement of Federal Financial Accounting Concepts ***(SFFAC) 5***, Definitions of Elements and Basic Recognition Criteria for Accrual-Basis Financial Statements.

1.2.8. ***SFFAC 7***, Measurement of Accrual-Basis Financial Statements in Periods after Initial Recording.

1.2.9. ***Treasury Financial Manual***, Volume 1, Part 2, United States Standard General Ledger Part 2 Fiscal Year 2021 Reporting.

1.2.10. Office of Management and Budget ***(OMB) Circular A-136***, "Financial Reporting Requirements".

2.0 AUDIT REMEDIATION AND INTERNAL PROCEDURES (1702)

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.

*3.0 EXPENSE OVERVIEW (1703)

3.1 Definition (170301)

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 which results in a decrease in the entity's net position.

3.2 Exceptions to Cash Outlays (170302)

Most expenses require cash outlays. There are exceptions such as depreciation, other losses, bad debt expenses and miscellaneous items. Miscellaneous items may result from extraordinary transactions, prior period adjustments, and changes in actuarial liabilities.

3.3 Unusual or Nonrecurring Transactions (170303)

Costs attributable to extraordinary or unexpected events 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.

3.4 Budgetary Accounts (170304)

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.

3.5 Defense Working Capital Funds (DWCF) Expenses (170305)

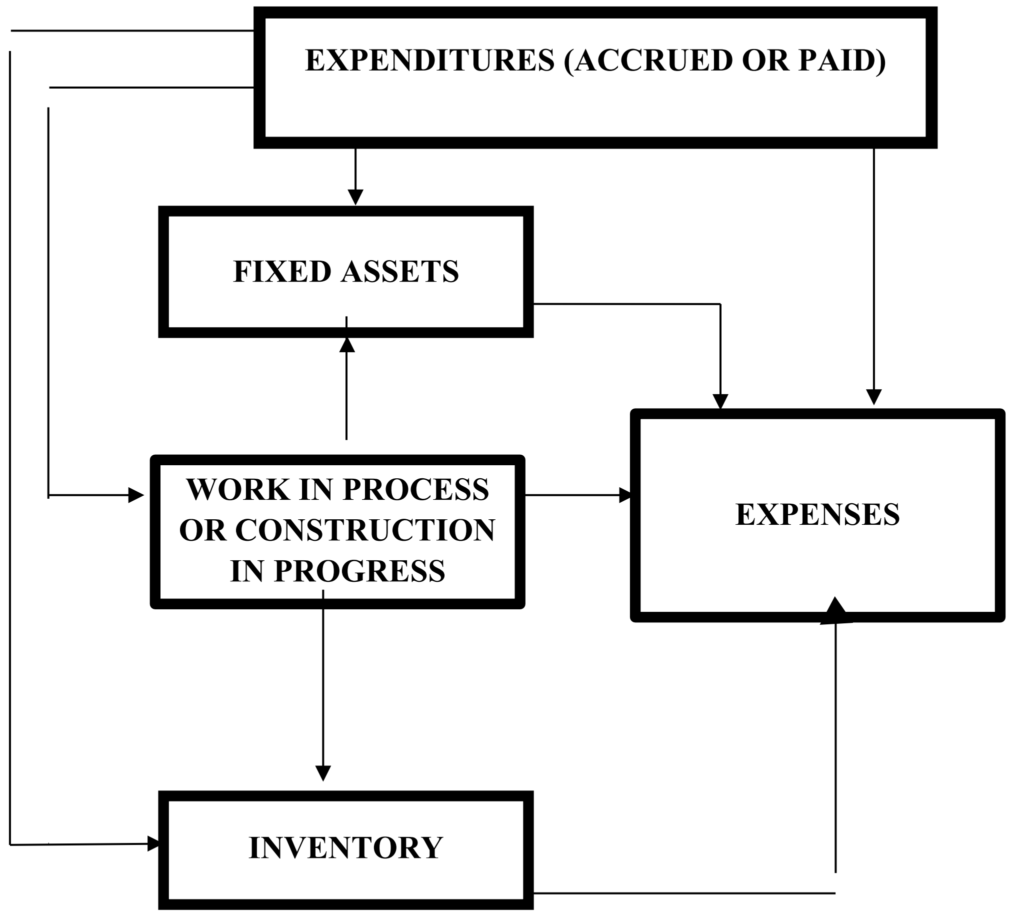
The treatment of expenses by some DWCF activities differ compared to the treatment of appropriation funded activities. Expenses accumulated in asset accounts are costs. For some activity groups in the DWCF, such as depot maintenance, costs are accumulated by job order number in Construction in Progress (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. Refer to Volume 11B, Chapter 12 for policy covering DWCF.

3.6 Relationship between Budgetary and Proprietary Accounts (170306)

Figure 17-1 illustrates the relationship between Expended Budgetary Authority and Proprietary accounts.

Figure 17-1. Expended Budgetary Authority and Proprietary Account Relationships

EXPENDED BUDGETARY AUTHORITY AND PROPRIETARY ACCOUNT RELATIONSHIPS



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 Paid) and in the proprietary accounts as an expense (or asset, when DoD capitalization criteria are met).

4.0 PRESENTATION IN FINANCIAL STATEMENTS (1704)

4.1 Expense Recording (170401)

Expenses are commonly reported at their gross amount at the time they are incurred, 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.

4.2 Reporting Program Costs (170402)

4.2.1. Program costs must be reported in the Statement of Net Cost as required by Volume 6B, Chapter 5.

4.2.2. Program costs include the full costs of the program outputs and consist of the direct costs and all other costs directly traced, assigned on a cause and effect basis, or reasonably allocated to a program's outputs. Program costs also include any nonproduction costs assigned to a program but not to its outputs.

4.2.3. 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 paid in total or in part by other entities to the extent 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.

4.2.4. 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 the 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 entity according to SFFAS 55.

4.3 Production and Nonproduction Costs (170403)

4.3.1. Costs related to the production of outputs must be reported separately from costs 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.

4.3.2. The following nonproduction costs must be reported separately from other nonproduction costs, if incurred:

4.3.2.1. 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 Chapter 28.

4.3.2.2. The acquisition cost of acquiring stewardship land.

4.3.2.3. 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 (refer to Volume 6B, Chapter 12).

4.4 Intragovernmental Transactions (170404)

Goods and services (costs) acquired from or provided to other government trading partners or programs (i.e., intragovernmental) must be recorded separately from those purchased from nonfederal entities (i.e., the public).

5.0 ACCOUNTING TREATMENT FOR EXPENSES (1705)

5.1 Accounting Treatment for Expenses and Miscellaneous Items (170501)

5.1.1. 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 operating materials and supplies. Expenses also can include an allocation of prior capital outlays (depreciation/amortization) or to recover costs of operations. Expenses are recognized in the period services are rendered, not when invoices are received.

5.1.2. 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 as related to capitalization or expense of assets (refer to Chapters 24-28).

*5.2 Operating Expenses/Program Costs (170502)

5.2.1. 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 requiring 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 costs may be matched to revenue upon completion of the task or filling an order.

5.2.2. 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.

5.3 Costs for Property, Plant and Equipment (PP&E) (170503)

Costs for PP&E acquired or constructed for a particular project must be capitalized if the acquisition cost exceeds the Department's capitalization threshold (refer to Chapters 24-28), 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. An asset may be expensed (account 615000) if the amount of the expenses recognized by a purchasing agency when a capitalized asset acquired from another federal agency does not meet the purchasing agency's capitalization threshold or has a useful life of less than two years.

5.4 Work in Process Account (170504)

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 24-28. The amounts recorded in these accounts, 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.

5.5 Depreciation, Amortization and Depletion Account (170505)

5.5.1. 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.

5.5.2. The amounts to be recorded for depreciation, amortization, and depletion must be determined in accordance with the guidance contained in Chapters 1, 7, and 24-28**.**

5.6 Depreciation Expense for Capitalized and Donated Assets (170506)

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 Net Outlays note 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.

*5.7 Benefits Expense (170507)

5.7.1 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.

5.7.2. 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.

5.7.3. 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).

5.8 Cost of Goods Sold Account (170508)

5.8.1. The cost of goods sold account is used to record the cost of goods or services sold from inventory, 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.

5.8.2. This account is used predominantly by revolving fund activities. Appropriated fund activities must also use this account to support reimbursable programs. Trust fund activities needing to account for products delivered to other organizations may also use this account.

5.9 Imputed Costs Account (170509)

The Imputed Cost account must be used by all DoD activities receiving goods or services without reimbursement from an activity outside the reporting entity. SFFAS 55 provides for recognition of significant inter-entity costs among and between federal agencies by business-type activities and allows non-business-type activities to elect not to recognize inter-entity costs, with the exception of inter-entity costs for personnel benefits and the United States Department of the Treasury Judgement Fund settlements unless otherwise directed by OMB. Business-type activity is significantly self-sustaining activities financing their accounting cycle of operations through collections of exchange revenues. For example, working capital funds would be considered business-type activities.

5.10 Future Funded Expenses (170510)

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.

5.11 Expense Transactions Not Requiring Budgetary Resources (170511)

Some expense transactions do not require the use of budgetary resources and, therefore, only proprietary accounts are used to record these transactions. These expenses are usually allocated 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).

*6.0 LOSSES (1706)

Losses are associated with the transactions not incurred in the normal operation of the organization (such as the loss on the disposal of property).

6.1 Losses on Disposition of Assets Account (170601)

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. Losses are reported net of any received proceeds.

6.2 Users of Losses on Disposition of Assets Account (170602)

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.

6.3 Other Losses (170603)

Other Losses must be used to record the loss on assets resulting from events other than disposition, such as investment losses and miscellaneous losses.

7.0 EXTRAORDINARY ITEMS (1707)

7.1 Extraordinary Transactions (170701)

Extraordinary transactions, events distinguished by their unusual nature and by the infrequency of their occurrence, may impact expenses and/or miscellaneous items. Both criteria of unusual nature and infrequency of occurrence must be met to classify an event or transaction as an extraordinary item.

7.1.1. 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.

7.1.2. Infrequency of Occurrence

The underlying event or transaction must be of a type not reasonably be expected to recur in the foreseeable future, taking into account the environment in which the entity operates.

7.2 Financial Disclosure of Extraordinary Items (170702)

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.

8.0 PRIOR PERIOD ADJUSTMENTS (1708)

8.1 Adjustments to Prior Period Financial Statements (170801)

Circumstances may arise requiring 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.

8.2 Change in Accounting Principle (170802)

A change in accounting principle results from adoption of one Generally Accepted Accounting Principle to another 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 disclosures.

8.2.1. 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.

8.2.2. Prior period financial statements presented for comparative purposes should be presented as previously reported.

8.2.3. 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.

*8.3 Correction of Errors (170803)

When errors are discovered after the issuance of the financial statements, and if the financial statements would be materially misstated absent correction of the errors, corrections should be made as follows:

8.3.1. If comparative financial statements are presented, then the error should be corrected in the earliest affected period presented by correcting any individual amounts on the financial statements. If the earliest period 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 with the adjustment made to the beginning balance of cumulative results of operations in the Statement of Changes in Net Position for the earliest period presented.

8.3.2. 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 the subsequent periods need not repeat the disclosures.

8.3.3. Prior period financial statements should only be restated for corrections of errors that would have caused any statements presented to be materially misstated. See Volume 6B, Chapter 6 for additional information on reporting material errors.