**VOLUME 5, CHAPTER 4: “ACCOMMODATION EXCHANGE”**

**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 2014 is archived.

<table>
<thead>
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<th>PARAGRAPH</th>
<th>EXPLANATION OF CHANGE/REVISION</th>
<th>PURPOSE</th>
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<tr>
<td>All</td>
<td>Updated hyperlinks and formatting to comply with current administrative instructions.</td>
<td>Revision</td>
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<tr>
<td>Table 4-1</td>
<td>Revised addresses for DoD Component Payroll Offices.</td>
<td>Revision</td>
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<tr>
<td>Table 4-1</td>
<td>Removed the address for the Defense Military Pay Office in Indianapolis, IN. The address for this office has been discontinued.</td>
<td>Deletion</td>
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CHAPTER 4

ACCOMMODATION EXCHANGE

0401 GENERAL

040101. Overview

If adequate banking facilities are not available to provide personal check cashing and other accommodation exchange services, Department of Defense (DoD) disbursing officers (DOs) may provide these services within the guidance of this chapter.

040102. Purpose

The purpose of this chapter is to provide policy on the provision of check cashing and other accommodation exchange services, to include exchange of cash for negotiable instruments (including personal check cashing), eligibility for check cashing services, internal controls, accountability, and removal of deficiencies.

040103. Authoritative Guidance

Title 31, United States Code (U.S.C.) section 3342 allows DOs to provide check cashing and accommodation exchange services when authorized by the appropriate commander (i.e., a theater commander, base or installation commander, commanding officer or officer-in-charge, director of a supporting Defense Finance and Accounting Service (DFAS) site, or equivalent civilian head in the DO’s chain of command) for eligible individuals (see paragraph 040203).

0402 EXCHANGE OF CASH FOR NEGOTIABLE INSTRUMENTS

040201. Policy

A. In the U.S., a commander may request the Director, DFAS or designee to authorize a DO to cash negotiable instruments. Submit requests, with justification, to DFAS, Enterprise Standards and Solutions, Disbursing (DFAS-JFKCB/IN); 8899 E. 56th Street, Indianapolis, IN 46249-0050. If approved, the guidance in this section applies.

B. In overseas areas and for ships afloat, a commander may authorize the DO to cash negotiable instruments. The command must have a written check cashing policy approved by the theater commander or designee identifying the services to be offered and identifying the personnel eligible to receive them. The policy must provide that the DO may deny check cashing privileges to anyone based on the non-availability of cash or personnel resources. Resources must be available to provide these services without impacting levels of other financial services (e.g., primary disbursing and related functions).
040202. Negotiable Instruments

A DO may cash U.S. Treasury Checks, Money Orders, Travelers Checks, third-party checks, state and local government checks, credit card checks, business checks, and personal checks payable in U.S. dollars for eligible payees. These instruments may be processed through the Over the Counter Channel Application system (see Chapter 11, paragraph 110801).

040203. Eligibility

All personnel permanently assigned to units in the area served by the DO are eligible for check cashing services. These include:

A. Members of the U.S. Armed Forces;

B. Civilian employees of the U.S. Government who are U.S. citizens;

C. U.S. military retirees, so long as the theater commander or designee determines that providing this service is not prohibited by the Status of Forces Agreement with the country involved;

D. Hospitalized veterans of the U.S. Armed Forces;

E. Contractors and their employees engaged in U.S. Government projects if the contractor is a U.S. firm whose employees are U.S. citizens:

   1. The company’s on-site representative must furnish the DO with a list of employees authorized to cash personal checks, and enter into a written agreement. The agreement must stipulate that the DO will suspend check cashing privileges for that company’s employees if the DO receives a dishonored check written by a company employee and the DO cannot collect for the dishonored check;

   2. The DO will notify the company representative when a dishonored check is received from one of its employees and suspend check cashing services for all of the company’s employees. The suspension remains in effect until the DO collects on the dishonored check. The check cashing agreement is permanently terminated if the DO is unable to collect the dishonored check within 30 calendar days from the notification to the company representative;

F. U.S. citizens who are employees of authorized nongovernment agencies operating with U.S. Government agencies, (e.g., the American Red Cross);

G. Dependents of the personnel named in this paragraph:

   1. Holding proper identification and powers of attorney and who possess valid DoD identification cards, or
2. Ordered to safe haven posts due to emergency evacuation (see Chapter 13, subparagraph 130303.E for accommodation restrictions);

H. Third-country national civilian employees under contract to the U.S. Government as contractors or subcontractors employed by U.S. firms engaged in U.S. Government projects in foreign countries with U.S. Treasury checks or U.S. dollar checks issued by the contractors;

I. U.S. citizen employees of federal credit unions operating on U.S. military installations in foreign countries that do not permit contractor operated DoD military banking facilities (MBF) to operate on installations;

J. Personnel on temporary duty/temporary additional duty (TDY/TAD) when approved by a DO’s commander. These personnel must provide the DO a copy of their TDY/TAD orders and any other items of identification the DO may require;

K. An authorized agent, authorized by a properly executed power of attorney, for personal checks drawn on the account of a member; personal checks drawn on joint accounts to which the member is a party; and other checks drawn in favor of the member. The agent must present valid identification in the course of all transactions. Restrictions that apply to benefiting members also apply to their agents under the terms of the executed DoD *(DD) Form 2761*, Personal Check Cashing Agreement, which serves as a power of attorney.

040204. Internal Controls

Commanders and other individuals in the chain of command are responsible for implementing and maintaining internal controls that preclude the fraudulent issuance and cashing of negotiable instruments. At a minimum:

A. All instruments are endorsed, “Pay to the Order of the Disbursing Officer, (name of ship, station, activity, unit, disbursing station symbol number ####, or the DFAS site).”

B. The payee(s) sign or endorse each instrument in the presence of the DO, a deputy DO (DDO), the DO’s authorized agent, or a cashier.

C. The identity of the DDO, DO’s agent, or cashier cashing the instrument must be clearly identifiable on that instrument, and the person cashing the instrument may be held pecuniarily liable if the instrument is altered or forged. The DO may also be held pecuniarily liable if the instrument becomes nonnegotiable and this identity is not apparent.

D. The person cashing a negotiable instrument must properly verify the identity of the person(s) presenting the instrument. Record the payee(s) or endorser(s) identification (e.g., legible name, social security number (SSN), duty station/organization, duty phone, and identification card number) on the negotiable instrument so recovery can be made if the instrument is dishonored. Due to increased concerns of identity theft, a DO may institute an alternate to annotating the SSN on a check. The use and retention of the DD 2761, with a photocopy of the negotiated check, provides such an alternate.
0403 CASHING PERSONAL CHECKS

040301. Check Cashing

A. All authorized military and appropriated fund civilian personnel who request check cashing privileges must consent in writing to immediate collection against their pay for the total of any dishonored check. Dishonored checks are not delinquent debts. There is no authority for the DO to assess a service charge (penalty), but recover any insufficient fund charges assessed on the DO by financial institutions. Depending on the circumstances, the DO has two options:

1. **Option 1.** DD 2761:
   a. The DO uses this form if the individual’s payroll office is unknown or the DO, DDO or his or her deputies, agents, or cashiers are cashing a check for a civilian employee or an authorized agent of a civilian employee or military member.
   b. The term “authorized agent,” as used on this form, pertains to an individual, usually a dependent, authorized by a power of attorney to cash personal checks on behalf of a member or civilian employee as prescribed in this chapter.
   c. Proper use of this form precludes the need for a separate power of attorney on behalf of the individual requesting check cashing service. The member or employee appoints an agent by providing a name(s) in the block titled “Authorized Agent,” and signs the form. The person cashing the check must verify the agent’s signature against a valid form of identification when the check is presented.

2. **Option 2.** Authorized Statement: A statement stamped on the front of the personal check may be used only for military members and civilian appropriated fund employees, but not for members’ authorized agents or other classes of individuals authorized these privileges.
   a. If the individual’s payroll office is known, the DO may order a rubber stamp in small type to be placed on the front of the check along the top margin or above the bank’s name and address (see Figure 4-1). The stamp must state:

   “I consent to immediate collection from my pay the amount of this check plus bank charges, if this check is dishonored (individual’s initials).”

   b. The DO (or authorized agent) stamps this statement on the front of the check in the presence of the individual and ensures the individual places his or her initials at the end of the statement to validate immediate collection from the individual’s pay account if the check is later dishonored.
c. If the stamp is used, record adequate payee identification (verified against a valid identification card) on the negotiable instrument to facilitate recovery if the instrument is dishonored (see Section 0404).

B. The following items are the responsibilities of DOs and their authorized agents when pay account collection for dishonored personal checks becomes necessary.

1. When a military member is in the same DoD Component and the DO maintains the member’s account:
   
a. Immediate deduction from the pay account is authorized for the face value of the dishonored check(s) plus any charges assessed against the DO by a financial institution for their processing.

   b. DOs may not use partial payments as a means of resolving a dishonored check.

2. When a military member is from a different Military Service or from the same component and subparagraph 040301B.1 does not apply (e.g., retirees, members on transfer orders, on TDY/TAD, or in any other transitory status):
   
a. When using the DD 2761, the DO makes copies of the form (front and back), certifies on its reverse that the individual consented to voluntary collection, and sends it to the appropriate component payroll office (see Table 4-1) to affect the pay account deduction and make restitution to the negotiating DO. The payroll office annotates the reverse of the DD 2761 specifying the action taken for each dishonored check listed.

   b. When a rubber stamp is used on the face of a check, the DO prepares a DD Form 139, Pay Adjustment Authorization, by component as follows:

      (1) Attach a listing showing each military member’s name, DoD Component, SSN, unit or duty station, and check amount(s), along with copies of the check(s) (front and back). If the depositary adds a fee to the amount of the dishonored check, include a copy of the debit voucher to substantiate its inclusion in the total amount of the deduction. Send all required documents to the appropriate payroll office at the mailing address in Table 4-1 to accomplish pay account deduction.

      (2) Certify that the military members consented to voluntary collection by typing the following certification statement on the DD 139 in the block titled “Explanation and/or Reason for Adjustment.”

           “I certify that these collections are the result of dishonored personal checks cashed by the cited individuals for the amounts stated. Each individual has consented, in writing, that in consideration for cashing the individual’s personal check(s), the amount of any check returned unpaid, plus any charges
assessed against the DO by a financial institution, for any reason may be collected from the individual’s pay.”

3. For dishonored personal checks from authorized appropriated fund civilian employees:
   
a. Immediate pay account deductions are authorized for the face value of dishonored checks plus any charges assessed against the DO by financial institutions.

   b. The DO makes copies of the DD 2761, certifies on the reverse side of each form that the individual consented to voluntary collection, and attaches front and back copies of the checks. If the depositary adds a fee to the amount of the dishonored check, attach a copy of the debit voucher to substantiate its inclusion in the amount of the pay account deduction. Send all documents to the appropriate payroll office (see Table 4-1).

4. When a check is returned for a contract employee, the DO must immediately seek reimbursement from the company employee, as indicated in the employee’s company agreement.

C. When collection action becomes necessary and the payroll office receives a DD 139 or DD 2761 from the DO, the payroll office:

   1. Processes the account deduction using normal payroll procedures;

   2. When possible, includes a statement similar to, “Consensual collection action for a dishonored check” in the remarks column of the leave and earnings statement; and

   3. Annotates, after collection of the debt, the DD 139 or DD 2761 with the action taken for the dishonored check(s) and returns the document together with a certified casual payment voucher. This voucher must be charged to the service member’s pay account for the amount of the dishonored check to support the DO’s issuance of an exchange-for-cash check payable to the disbursing office holding the dishonored check, to support the Standard Form (SF) 1219, Statement of Accountability.

D. If a military member or DoD civilian employee is separated or has resigned and cannot be located to make restitution, the DO follows Section 0405.

E. Writing checks in advance of the availability of funds (floating a check) is illegal. Deny check cashing privileges to individuals who abuse it by writing checks against insufficient funds.

F. Retain check cashing documents as follows:

   1. The DO keeps the original signed DD 2761 for all personal checks honored until six months after the individual transfers to a new duty station/installation or separates.
2. For all dishonored checks, keep the original DD 2761 with the dishonored check file until resolved. If the consent statement is stamped on the front of the check and the check is dishonored, the DO, deputies, agents, or cashiers make copies of the front and back (if applicable) of the check. Keep a copy of the check along with a copy of the agreement if the individual is a contractor until the matter is resolved.

040302. Limitations

A. Commanders establish maximum amounts for cashing personal checks by authorized personnel and/or their agents. In overseas areas where personnel of two or more Services are operating, the senior commander ensures the existence of a uniform policy to provide check cashing privileges within sound financial management practices. The policy and applicable limits are based on the dictates of the local economy and cost-of-living. The supporting DO should publish deviations from established command maximum limits for each exception.

B. The DO provides a copy of an authorization to exceed the established limit when requesting removal of deficiencies involving uncollectible insufficient fund checks and associated charges that may be assessed by financial institutions for personal checks they have cashed (see Section 0404). Personal checks being cashed must be drawn in multiples of 5 dollars unless local conditions make that increment impractical. U.S. Treasury checks or checks issued by banks, or other similar financial institutions may be cashed without regard to a dollar amount.

C. Checks must be drawn on U.S. financial institutions, overseas branches of U.S. banks or credit unions, or overseas MBFs operated under U.S. Government contract. Checks must also be payable in U.S. dollars through U.S. banks or credit unions, to include banks located in the Commonwealth of Puerto Rico, U.S. Virgin Islands, American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands. The DO establishes the days and hours during which check cashing service is available and makes appropriate notification of any changes.

D. Subparagraph 040203.E governs suspension of check cashing privileges for contractors and their employees engaged in U.S. Government projects who have written dishonored checks.

040303. Exceptions

A DO of a naval vessel may cash personal checks for crew members when the vessel is in a U.S. port and adequate check cashing facilities are neither available nor adequate for nonresidents of the area. A non-tactical disbursing activity in the U.S. may provide check cashing service when a unit, squadron, or detachment without a DO or disbursing capability is performing TDY/TAD away from its permanent station or homeport where adequate check cashing facilities are not available. This authority applies when units, squadrons, or detachments are engaged in training or exercises that preclude use of available check cashing facilities. For situations not described in paragraph 040401, a commander may request the Director, DFAS or designee authorize check cashing services. Submit the request following subparagraph 040201.A.
0404 ACCOUNTABILITY FOR DISHONORED CHECKS

040401. Checks Accepted from External Activities

DOs who accept checks from external activities for the sale or transfer of something of value (e.g., property disposal sales, clothing sales, commissary sales, ships stores, housing offices, or similar activities) which a depositary later returns unpaid on a debit voucher must record the debit voucher on the DD Form 2657, Daily Statement of Accountability, as a reduction of deposits (line 4.2.A), prepare a reverse collection voucher as a reduction of reimbursements (line 4.1.E), and send one copy of the collection voucher and one copy of the dishonored check to the collection activity concerned. Collection activities are responsible to pursue collection action in accordance with their regulations and Volume 16, Chapter 2. Since these checks were collected into an appropriation and subsequently reversed, there is no deficiency in the DO’s accountability.

040402. Checks Accepted to Satisfy an Obligation (Debt) Due the U.S.

DOs who accept checks to satisfy a debt to the U.S. (e.g., overpayment of travel allowances) which later are returned unpaid by a depositary must follow paragraph 040401. The activity responsible for originating the charge (e.g., military pay, travel pay, or similar entitlement area) reestablishes the debt based on the dishonored check and the reverse collection voucher and pursues collection action in accordance with their regulations and Volume 16, Chapter 2. A DO who is the collecting officer for these types of dishonored checks initiates collection action following Volume 16, Chapter 2. Since these checks were collected into an appropriation and subsequently reversed, there is no deficiency in the DO’s accountability.

040403. Checks Received as Accommodation Exchange Transactions

Record checks accepted in check cashing transactions authorized by 31 U.S.C. § 3342 which are later returned unpaid by a depositary on a debit voucher must be recorded on the DD 2657 as decreases to deposits (line 4.2.A) and increases to dishonored checks receivable (line 7.4). Unlike the checks discussed in paragraphs 040401 and 040402, consider these as erroneous payments because public funds have been disbursed. DOs pursue collection of these checks following this chapter and Volume 16, Chapter 2. If the checks become uncollectible, the DO reports the losses and requests removal of the deficiencies through the Relief of Liability Section, Disbursing Policy Division, Strategy, Policy & Requirements Directorate, DFAS Indianapolis (DFAS-ZPFA/IN), 8899 E. 56th Street, Indianapolis, IN 46249-0050 (see Section 0405).

0405 REMOVAL OF DEFICIENCIES

040501. Request for Removal

Upon notification that a check has been dishonored, start collection action immediately and pursue it through recovery. If the debtor is no longer employed, in the military service, or is an inactive reservist, and all attempts to collect have been exhausted, the DO sends a written
request for removal of the deficiency to DFAS-ZPFA/IN (see Figure 4-2) through their command channels. The request must include:

A. The original or a copy of the front and back of the uncollectible check;

B. A copy of the related debit voucher;

C. Copies of the documents presented in Section 0403, to include the latest available information regarding the debtor’s location;

D. A copy of the command’s check cashing policy;

E. A copy of the one-time authority to exceed the command’s normal check amount, if applicable; and

F. A copy of the request for the DFAS payroll site to pursue collection action against the delinquent debtor.

If the DO has followed the check cashing policy and collection requirements in this chapter and Volume 16, Chapter 2, section 0202, removal of deficiencies normally is authorized under 31 U.S.C. § 3342. If DFAS-ZPFA/IN approves removal of the deficiency, it sends the requesting DO a memorandum authorizing a charge to ***6763.XXXX, Gains and Deficiencies on Exchange Transactions. The DO sends a copy of the memorandum to the activity to which it submits financial reports. DFAS-ZPFA/IN advises the Debt and Claims Management Office to continue attempts to recover the debt and, if successful, credit the appropriation charged when the deficiency is removed as a result of successful debt recovery processes. If DFAS-ZPFA/IN does not authorize removal of the deficiency, the deficiency cannot be charged to ***6763.XXXX, and the DO can either repay the loss or request relief of liability as prescribed in Chapter 6, section 0606.

040502. Lost Dishonored Check

If a dishonored check held in the disbursing office is lost, consider it a physical loss of funds (see Chapter 6, section 0604).

040503. Forgeries and Other Unusual Cases

If a forged check is processed and paid, a loss of funds investigation is required (see Chapter 6). If the investigation is unable to identify the forger, or if recovery from this person cannot be accomplished, then the DO, DDO, agent, or cashier who cashed the forged instrument will be liable for the loss but may be eligible for relief of liability (see Chapter 6). As such, the DO, DDO, agent, or cashier may submit a request for relief of liability to DFAS-ZPFA/IN for the improper payment. The request should include a copy of the investigation results, all related documents, and a description of the procedures used to preclude forgery.
REDEEMING SAVINGS BONDS IN OVERSEAS AREAS

General

MBFs are authorized to redeem savings bonds in overseas areas. Where none are available, DOs may request this authorization through their chain of command. This is the only situation where DOs may redeem savings bonds. If the request is justified, the DO’s Commander/Director sends the request to the United States Department of the Treasury, Treasury Retail Securities Site, P.O. Box 214, Minneapolis, MN 55480-0214. Disbursing offices with current authority to redeem savings bonds may continue this service providing no changes in area support by a local MBF has occurred.

Cashing Bonds

A. Authorized DOs. The DO authorized to redeem savings bonds must use the redemption tables found at the Treasury Direct website. Series EE and I Bonds issued after February 2003 must be at least 12 months old based on the date of issue before the DO may redeem them.

B. Redeemed Bonds. Return redeemed bonds on a separate deposit ticket following instructions provided by the servicing Federal Reserve Bank.

C. Discrepancies. Upon discovery that an amount was paid different from that authorized by the applicable redemption table, report the variance on line 7.2B of the DD 2657, and either pay the amount of underpayment to (using an SF 1034, Public Voucher for Purchases and Services Other Than Personal), or attempt to recover the overpayment from the payee. If the collection of the overpayment is made, prepare an Optional Form 1017-G, Journal Voucher, to document the collection and record the transaction as a decrease to line 7.2B and an increase to cash. If the collection is not made, process the shortage as a physical loss of funds as prescribed in Chapter 6, section 0604.

D. Internal Revenue Service (IRS) Form 1099-INT, Statement for Recipients of Interest Income. The DO issues an IRS 1099-INT to recipients of $10 or more in interest paid on redeemed savings bonds. This form includes the amount of interest paid, name, address, Taxpayer Identification Number (usually the bondholder’s SSN), name of the person paid, and other information needed by the IRS. DOs are prohibited from cashing bonds for individuals who refuse to furnish their SSN. Since individuals redeeming bonds may change their address without notification by calendar year-end, DOs should furnish the form to the recipient at the time of the transaction.
Figure 4-1. Sample Statements of Consent for Dishonored Check Charges

JAMES A. HANCOCK 123-45-6789
MARY S. HANCOCK 234-56-7890
4567 ASSUMED DRIVE (703) 345-6789
ALEXANDRIA, VA 22310

PAY TO THE ORDER OF

$ 20

I CONSENT TO IMMEDIATE COLLECTION FROM MY PAY THE AMOUNT OF THIS CHECK PLUS BANK CHARGES, IF THIS CHECK IS DISHONORED

FOR

SAMPLE-NON-NEGOTIABLE

JAMES A. HANCOCK 123-45-6789
MARY S. HANCOCK 234-56-7890
4567 ASSUMED DRIVE (703) 345-6789
ALEXANDRIA, VA 22310

PAY TO THE ORDER OF

$ 20

I CONSENT TO IMMEDIATE COLLECTION FROM MY PAY THE AMOUNT OF THIS CHECK PLUS BANK CHARGES, IF THIS CHECK IS DISHONORED

FOR

SAMPLE-NON-NEGOTIABLE
Figure 4-2. Sample of a Request for Removal of Deficiency due to Dishonored Checks

(Letterhead Block)

MEMORANDUM FOR: RELIEF OF LIABILITY SECTION, DISBURSING POLICY DIVISION, DFAS INDIANAPOLIS (DFAS-ZPFA/IN), 8899 E. 56TH STREET, INDIANAPOLIS, IN 46249-0500

SUBJECT: Request for Removal of Deficiency

I request removal of deficiency under the provisions of Department of Defense Financial Management Regulation, Volume 5, paragraph 040501, for the following dishonored checks accepted as accommodation exchange transactions. This deficiency is carried on the accountability of disbursing station symbol number XXXX under the account holder Captain XXXXXXX.

<table>
<thead>
<tr>
<th>NAME</th>
<th>SSN</th>
<th>CHECK #</th>
<th>DATE</th>
<th>AMOUNT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Irwin XXXXX</td>
<td>xxx-xx-xxxx</td>
<td>185</td>
<td>July 15, 2005</td>
<td>$150.00</td>
</tr>
<tr>
<td>James XXXXX</td>
<td>xxx-xx-xxxx</td>
<td>422</td>
<td>July 28, 2005</td>
<td>$150.00</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td>$300.00</td>
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This office has exhausted all means of collection. These individuals are no longer employed in an active duty, reserve, or civilian capacity for the U.S. Government. Members have been notified of their debt and have not responded to the collection letter. Attached are the dishonored check(s), copy of applicable debit voucher(s), copy of the applicable check cashing policy, and the documentation supporting attempted collection.

If you have any questions, please contact Mr. John Doe, at DSN ###-########, phone (###) ###-#####, or by email: John.Doe@dfas.mil.

Signature Block
.Disbursing Officer

Attachments:
As stated
### Table 4-1. DoD Component Payroll Office Addresses

<table>
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<th>Branch of Service</th>
<th>Active Duty</th>
<th>Active Reserve/ National Guard</th>
<th>Inactive Reserve</th>
<th>Retired</th>
<th>Civilian</th>
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<td>U.S. Army</td>
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<td>USAR</td>
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Table 4-1. DoD Component Payroll Office Addresses (Continued)

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