

VOLUME 4, CHAPTER 8: “FINANCIAL CONTROL OF LIABILITIES”**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 [September 2015](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Updated hyperlinks to comply with current standard operating procedures.	Revision
1.3 (080103)	Added additional authoritative guidance sources to better align the chapter with Federal Generally Accepted Accounting Principles, while also allowing easier source identification.	Addition
3.2 (080302)	Revised the definition of “Covered Liabilities” to better align with the Office of Management and Budget Circular A-136.	Revision
3.4 (080304)	Revised the definition of “Exchange Transactions” to better align with Statement of Federal Financial Accounting Standards (SFFAS) 5.	Revision
3.8 (080308)	Revised the definition of “Government-Related Events” in accordance with SFFAS 5 to show when the liability should be recognized.	Revision
3.11 (080311)	Revised the definition of “Liability” to better align with the Office of Management and Budget Circular A-136, and to clarify when liabilities must be recognized.	Revision

Table of Contents

VOLUME 4, CHAPTER 8: “FINANCIAL CONTROL OF LIABILITIES”	1
1.0 GENERAL (0801).....	3
1.1 Overview (080101)	3
1.2 Purpose (080102)	3
*1.3 Authoritative Guidance (080103).....	3
2.0 ACCOUNTING POLICY FOR LIABILITIES (0802).....	3
2.1 Recognition Criteria (080201)	3
2.2 Reporting and Disclosures (080202).....	5
3.0 DEFINITIONS (0803).....	5
3.1 Contingency (080301).....	5
*3.2 Covered Liabilities (080302)	5
3.3 Current Liability (080303)	5
*3.4 Exchange Transactions (080304).....	5
3.5 Funded Liabilities (080305).....	5
3.6 Government-Acknowledged Events (080306).....	5
3.7 Governmental Liability (080307).....	6
*3.8 Government-Related Events (080308).....	6
3.9 Intragovernmental Liability (080309).....	6
3.10 Liabilities Not Covered By Budgetary Resources (080310).....	6
*3.11 Liability (080311)	6
3.12 Materiality (080312)	6
3.13 Measurable (080313).....	7
3.14 Noncurrent Liability (080314)	7
3.15 Nonexchange Transactions (080315).....	7
3.16 Probable (080316).....	7
3.17 Transaction and Event (080317)	7
3.18 Transaction Recording (080318).....	7
Figure 8-1. RECOGNITION OF LIABILITIES	8

CHAPTER 8

FINANCIAL CONTROL OF LIABILITIES

1.0 GENERAL (0801)

1.1 Overview (080101)

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/or 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 and "other than transaction based" generated from both government-related and government-acknowledged events.

1.2 Purpose (080102)

This chapter promulgates 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 3.

*1.3 Authoritative Guidance (080103)

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

1.3.1. DoD United States Standard General Ledger ([USSGL](#)) [Transaction Library](#);

1.3.2. Federal Accounting Standards Advisory Board (FASAB) Statement of Federal Financial Accounting Standards ([SFFAS](#)) [1](#), "Accounting for Selected Assets and Liabilities";

1.3.3. FASAB [SFFAS](#) [5](#), "Accounting for Liabilities of the Federal Government"; and

1.3.4. Office of Management and Budget ([OMB](#)) [Circular A-136](#), "Financial Reporting Requirements."

2.0 ACCOUNTING POLICY FOR LIABILITIES (0802)

2.1 Recognition Criteria (080201)

Pursuant to [SFFAS](#) [5](#), criteria for recognizing a liability, depicted in Figure 8-1, starts by identifying the event creating the liability as transaction based or other than transaction based.

2.1.1. 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:

2.1.1.1. 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.

2.1.1.2. A liability for a nonexchange transaction is recognized for any probable and measurable unpaid amounts due as of the financial statement report date.

2.1.1.3. The entity **must** estimate the liability for the financial statement reporting date if the actual amount is unknown.

2.1.2. Other Than Transaction Based Events. Both government-related events and government-acknowledged events are **other than transaction** based events. **These** events are recognized in accordance with the following criteria:

2.1.2.1. 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.

2.1.2.2. 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.

2.1.3. With the exception of government-acknowledged events, the recognition of a liability is not dependent on the availability of funds. However, the status of funding does dictate the category of the recognized liabilities used for disclosure and reconciliation purposes as outlined in paragraph **080202**. **In accordance with OMB Circular A-136, liabilities are classified as liabilities covered by budgetary resources, liabilities not covered by budgetary resources, and liabilities not requiring budgetary resources.**

2.1.4. Accounting and reporting provisions need not be applied to immaterial liabilities. However, all assertions of immateriality **must** be supportable and the materiality determination **must** be fully documented. Both qualitative and quantitative factors need to be considered in determining materiality.

2.1.5. 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 **in accordance with Chapter 12**.

2.2 Reporting and Disclosures (080202)

2.2.1. Pursuant to SFFAS 1, Intragovernmental liabilities **must** be reported separately from nonfederal entities, **which include Government sponsored enterprises and the Federal Reserve**. See Volume 6B, Chapter 4 for further discussion on reporting.

2.2.2. Disclosures **must** be made for liabilities that are not covered by budgetary resources. See Volume 6B, Chapter 10 for further discussion on disclosures.

3.0 DEFINITIONS (0803)

3.1 Contingency (080301)

Pursuant to SFFAS 5, a contingency is an existing condition, situation, or set of circumstances involving uncertainty as to possible gain or loss to an entity that will ultimately be resolved when one or more future events occur or fail to occur.

*3.2 Covered Liabilities (080302)

Liabilities Covered by Budgetary Resources are liabilities incurred which are covered by realized budgetary resources as of the Balance Sheet date. **Liabilities are covered by Budgetary Resources if they are to be funded by permanent indefinite appropriations, provided that the resources may be apportioned by OMB with further action by Congress, and without a contingency having to be met first.**

3.3 Current Liability (080303)

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.

*3.4 Exchange Transactions (080304)

An exchange transaction arises when each party involved in the transaction sacrifices value and receives value in return. In an exchange transaction, a liability is recognized when one party receives goods or services in return for a promise to provide money or other resources in the future.

3.5 Funded Liabilities (080305)

Funded liabilities are comprised of all liabilities for which budget authority has been received and obligated.

3.6 Government-Acknowledged Events (080306)

A government-acknowledged event is an **other than transaction** 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).

3.7 Governmental Liability (080307)

A governmental liability is an amount owed by a federal entity to a nonfederal entity. These liabilities are also called nonfederal or public liabilities.

*3.8 Government-Related Events (080308)

A government-related event is an **other than transaction** 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. **Government-related events resulting in a liability should be recognized in the period the event occurs if the future outflow or other sacrifice of resources is probable and the liability can be measured, or as soon thereafter as it becomes probable and measurable.**

3.9 Intragovernmental Liability (080309)

An intragovernmental liability is an amount owed by a federal entity to another federal entity. **Intragovernmental liabilities include accounts and interest payable to federal entities and other current liabilities due to federal entities, such as receipt of federal advances and prepayments.**

3.10 Liabilities Not Covered By Budgetary Resources (080310)

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.

*3.11 Liability (080311)

A liability for federal accounting purposes is a probable future outflow or other sacrifice of resources as a result of past transactions or events. **Liabilities must be recognized when they are incurred regardless of whether they are covered by available budgetary resources, including liabilities related to canceled appropriations.**

3.12 Materiality (080312)

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.

3.13 Measurable (080313)

A liability is measurable if it has a relevant attribute that can be quantified in monetary units with sufficient reliability to be reasonably estimable.

3.14 Noncurrent Liability (080314)

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.

3.15 Nonexchange Transactions (080315)

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.

3.16 Probable (080316)

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.

3.17 Transaction and Event (080317)

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.

3.18 Transaction Recording (080318)

The accounting events discussed must be recorded in accordance with the DoD USSGL 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

