

**VOLUME 5, CHAPTER 9: “DISBURSEMENTS”****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 [October 2020](#) is archived.

PARAGRAPH	EXPLANATION OF CHANGE/REVISION	PURPOSE
All	Updated hyperlinks and formatting to comply with current administrative instructions.	Revision
1.1.2.1	Added regulatory guidance regarding Certifying Officer Legislation cross-referenced from Volume 5, Chapter 5 for clarification purposes.	Addition
4.5.2.2	Stigmatizing language was modified in accordance with the Deputy Secretary of Defense memo, “Review of Policies to Eliminate Stigmatizing Language Related to Mental Health,” dated November 7, 2022.” Language considered “stigmatizing” is subjective and a judgement call.	Revision

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## CHAPTER 9

**DISBURSEMENTS**

## 1.0 GENERAL

## 1.1 Overview

1.1.1. Disbursement. A disbursement is a payment to an individual or organization for goods furnished or services rendered. It may also be a transfer of funds from one appropriation or fund to another by a “no check drawn” transaction using a [Standard Form \(SF\) 1080](#), Voucher for Transfers Between Appropriations and/or Funds; [SF 1081](#), Voucher and Schedule of Withdrawals and Credits; or by the U.S. Department of the Treasury's (Treasury) Intra-governmental Payment and Collection (IPAC) System. See Volume 10, Chapter 10, paragraph 2.3 for detailed guidance regarding disbursement vouchers for intragovernmental reimbursement and transfer transactions. A negative disbursement is a refund.

1.1.2. Disbursement Voucher. A disbursement voucher may be a combination of a payment and collection by voucher deduction (e.g., a civilian payroll voucher where deductions for Federal tax, U.S. savings bonds, and civil service retirement are credited to the appropriate accounts) and the net pay is disbursed to the payee. All disbursements must be supported by disbursement vouchers (e.g., SF 1080; SF 1081; [SF 44](#), Purchase Order-Invoice-Voucher; or [SF 1034](#), Public Voucher for Purchases and Services Other Than Personal).

\* 1.1.2.1. Disbursement Voucher Certification. A disbursement voucher for payment made to a non-federal entity that creates pecuniary liability as described in either 31 United States Code (U.S.C.) § 3527 ([31 U.S.C. § 3527](#)) or [31 U.S.C. § 3528](#) must be certified by an appointed Certifying Officer per ([31 U.S.C. § 3325\(a\)\(1\) and \(b\)](#)), (see Chapter 5, section 1.3) with Certified Officer Legislation (COL). A disbursement voucher that transfers funds from one appropriation or fund to another, transfers funds between appropriations, transfers funds for payment(s) that are entirely within the Federal government, or is not in support or execution of a subsequent payment transaction does not require a Certifying Officer with COL certification.

1.1.2.2. Electronic funds transfer (EFT) and U.S. Treasury Check. Report EFT (includes International Treasury Services for payments in foreign currencies) and U.S. Treasury check disbursements to [Payment Information Repository](#) citing the proper Treasury Account Symbol (TAS)/ Business Event Type Code (BETC).

1.1.2.3. No Check/Voucher for Transfer. Report no check/voucher for transfer utilizing a Classification Transactions and Accountability (CTA) citing the proper credit and debit two-sided transaction citing the proper TAS/BETC.

1.1.2.4. Cash and Limited Depositary Accounts (LDA) Checks. Report cash and LDA check disbursements utilizing a CTA transaction citing the [Disbursing Officers \(DOs\)](#) Cash TAS/BETC and the program TAS/BETC listed on the disbursement voucher. Multiple disbursement vouchers may be consolidated under one transaction reported to Treasury as long as

they fall under the same TAS/BETC and Agency Location Code (ALC). DOs must ensure that any transactions that are consolidated have an audit trail that can be validated at the individual transaction level.

1.1.2.5. Disbursement of Foreign Military Sales funds require the request and receipt of expenditure authority before certification of a voucher for payment (see Volume 15, Chapter 4, section 9.0). Chapter 15, section 8.0 provides record retention requirements with emphasis on supporting audit readiness and contingency operations.

1.1.3. Interagency Disbursing Support. The Enterprise Solutions and Standards, Disbursing Division of the Defense Finance and Accounting Service (DFAS) provides the DoD's policy for interagency disbursing support and IPAC. DoD's disbursing offices and their servicing accounting office coordinate with other U.S. Government agencies on establishing IPAC Trading Partner Agreements (see Chapter 11, subparagraph 4.3). The DFAS email address is: dfas.indianapolis-in.jjf.mbx.ess-disbursing@mail.mil.

## 1.2 Purpose

This chapter addresses the legality and propriety of payment transactions, substantiating vouchers, payment of compensation, advances, payment to third parties, equitable claims, and certified disbursement vouchers. It also addresses disbursement forecasting, processing of disbursement vouchers, disbursements from deposit fund and budget clearing accounts, and payment in support of advance payment pool agreements.

## 1.3 Authoritative Guidance

DoD authorizes DOs under ([31 U.S.C. § 3321\(c\)\(2\)](#)) to disburse public funds on receipt of vouchers certified by an appointed certifying officer (see 31 U.S.C. § 3325 and Chapter 5, paragraph 3.4).

## 2.0 POLICY

### 2.1 Legality and Propriety

2.1.1. Sanction of Law. Examine payment transactions for legality, propriety, limitations, and time frames under the statutes governing the various classes of expenditures and for validity under general provisions of law.

2.1.2. Decisions and Responsible Offices. A DO may request an advance decision on the propriety of any perspective payment according to the procedure outlined in each section's standard operating procedure (see Chapter 12, section 3.0). DOs are not pecuniarily liable for payments they make based on advance decisions.

## 2.2 Substantiating Vouchers

2.2.1. Written Record of Transaction. Unless otherwise mandated by law, each transaction by an officer, agent, or employee of the U.S. Government that requires payment of money from the Treasury or payment by a DO or agent of the U.S. Government requires a written or approved electronically signed document or series of documents that includes a complete record of the transaction.

2.2.2. Electronic Transactions. The Federal Reserve Banks (FRBs) are Treasury's fiscal agents. Each disbursing office processing disbursements maintains a detailed written agreement with the supporting FRB. The DO must implement internal controls to confirm that the FRB receives EFT payment files successfully.

2.2.3. Additional Evidence. A DO is not required to make payment merely on the submission of formal evidence. If the facts do not justify payment, a reasonable explanation or the submission of further evidence is required.

## 2.3 Payment of Expenses

Using public funds to pay the expenses of a commission, council, board, or other similar body is prohibited by [31 U.S.C. § 1346](#) unless the creation of the body has been specifically authorized by law.

## 2.4 Advances, Prepayments, and/or Overpayments

A DO generally may not make advance payments, prepayments, or overpayments of public monies, but [31 U.S.C. § 3324](#); Volumes 5, 7A, 8, 9, and 10; and the [Joint Travel Regulations](#) allow limited advances and prepayments.

## 2.5 Payments to Third Parties

2.5.1. General. Unless specifically authorized by law, monies the government owes to an individual are not subject to attachment, garnishment, or other legal processes. Do not certify or make payment to a third party even if the payee requests it. This restriction applies to all funds including those held in trust by the DoD.

2.5.2. Levy and Distrain for Delinquent Taxes. Salaries and wages of officers and employees of the U.S. Government, including members of the Armed Forces, are subject to levy and distraint (the ability to force or compel satisfaction of an obligation by means of seizure) for delinquent federal taxes in accordance with [26 U.S.C. § 6331](#).

2.5.3. Payments to Bankruptcy Trustees. A civilian employee or military member may file an appropriate bankruptcy petition under [11 U.S.C. § 109](#). During the bankruptcy proceedings, the bankruptcy court may order the individual's pay to be sent to the bankruptcy trustee. Such payments are proper and DOs incur no additional liability as a result. See Volume 8, Chapter 8, section 5.0 for civilian employees and Volume 7A, Chapter 50 for military members.

2.5.4. Successor in Interest. DOs may make payments due to contractors, court appointed trustees, receivers, or other legal representatives (see Volume 10, Chapter 3, section 5.0).

2.5.5. Assignment of Claims. A transfer by the contractor of its right to be paid by the government for contract performance to a bank, trust company, or other financing institution, as security for a loan made to the contractor. See Volume 10, Chapter 3, section 4.0, the Federal Acquisition Regulation (FAR), Part 32.8 and Defense [FAR § Subpart 232.8](#), for more information regarding the responsibilities for assignment of claims.

2.5.6. Authorized Withholdings and Allotments of Pay. Deductions from military and civilian payrolls for specific purposes (e.g., retirement, taxes, health benefits, group life insurance, allotments, and voluntary payments for child support or alimony) are supported by statutory authority under [5 U.S.C. § 5525](#).

2.5.7. Payments to Financial Organizations for Credit to Persons' Accounts. Under [31 U.S.C. § 3332](#), Federal wage, salary, and retirement payments must be made by EFT to financial organizations for credit to payees' accounts (e.g., Merchants National Bank, Cr: John Doe, Account Number: 346-839, Taylor, MI 04180) (see also Volume 7A, Appendix C; Volume 8, Chapter 1, section 3.0; and Volume 9, Chapter 8, paragraph 2.2).

2.5.8. Garnishment of Pay for Child Support, Alimony, and Commercial Debts. Salaries and wages of military members and civilian employees may be garnished for child support and alimony (42 U.S.C. § 659), and for commercial debts (non-child or spousal support) ([5 U.S.C. § 5520a](#)).

2.5.9. Withholding of Contract Payments. Make payment to the Department of Labor for amounts owed by contractors to employees under a contract. See Title 29, Code of Federal Regulations (CFR), part 4.187 ([29 CFR § 4.187](#)) and [29 CFR § 5.9](#).

## 2.6 Equitable Claims

Claims not founded on contracts, either expressed or implied, but on merely equitable or moral grounds are permitted only after direct authorization by Congress.

## 2.7 Insurance Fee

The government is self-insured (or bonded). Neither a DO nor any of the DO's agents may insure public funds or property.

## 2.8 Municipal Services

Absent specific statutory authority, a DO may not pay for municipal services (e.g., police and fire protection) if those services are required to be furnished to private citizens at no cost (see Volume 10, Chapter 12, paragraph 3.15).

## 2.9 Questionable Payments

See Chapter 12 for alternatives available in connection with questionable payments.

## 2.10 Certified Disbursement Vouchers

2.10.1. Authority. DoD authorizes DOs under (31 U.S.C. § 3321(c)(2)) to disburse public funds on receipt of vouchers certified by an appointed certifying officer. When the disbursement voucher is certified by someone independent of the disbursing process, the DO has the discretion to make the payment.

2.10.1.1. Certified Vouchers. Certified vouchers must contain complete and accurate data. Contents of these vouchers and supporting documents may vary slightly depending on the type of disbursement and form used. Write signatures and other information that become integral parts of original vouchers in permanent, non-erasable ink. Handwritten information must be legible. Approved electronic signatures are acceptable (see Chapter 1, subparagraph 3.5.3).

2.10.1.2. Voucher Corrections. Return certified vouchers requiring correction to the functional area. Disbursing office personnel may not make these corrections. Corrected vouchers require recertification before disbursement.

2.10.1.3. Travel Vouchers. Accept a legible copy of a signed travel voucher and its supporting documents received in lieu of the original for processing and payment as if it were the original. This includes travel vouchers and supporting documents received by facsimile transmission or scanned images forwarded via email.

2.10.2. Essential Data. Certified disbursement vouchers must contain the following minimum essential data:

2.10.2.1. Voucher Heading and Date. This includes the complete name and mailing address of the paying disbursing office, the date the voucher is prepared, the disbursing office voucher number, and the disbursing station symbol number (DSSN) in the “Paid By” (or “Brief”) block (see Table 9-1).

### 2.10.2.2. Accounting Classification

2.10.2.2.1. The Treasury Financial Manual (TFM), Volume I, Part 4A, Chapter 2000, section 2070 ([1 TFM 4A-2070](#)) requires that a voucher certified as correct and proper for payment include an accounting classification against which the disbursement will be charged. Code each charge to an appropriation or fund with a complete accounting classification, and country code when applicable. List the information on a continuation form if the space available is insufficient.



2.10.2.2.2. The type of payment or the supporting DFAS site dictates acceptable continuation forms. Do not show titles of appropriations or deposit fund accounts. Entering extraneous information (e.g., voucher collection data) may result in the inclusion of erroneous information in accounting records and reports. A certified disbursement voucher may cite more than one appropriation, deposit fund account, or subsidiary account (group two or more subsidiary accounts of the same appropriation by that appropriation).

2.10.2.2.3. On foreign currency disbursements, show the total amount of the foreign currency disbursement; disbursing office personnel enter the conversion rate and U.S. dollar equivalent (USDE) on vouchers certified for payment in foreign currency.

2.10.2.3. Amount to Be Disbursed. Cite the total amount of the disbursement on the voucher in conjunction with the related accounting classification. Any alteration invalidates the certification (see Chapter 5, paragraph 5.6).

2.10.2.4. Method of Disbursement. Show the method of disbursement in the space provided on the certified disbursement voucher. In order of preference, the methods are:

2.10.2.4.1. EFT (includes [International Treasury Services \(ITS.gov\)](https://www.its.gov) for payments in foreign currencies),

2.10.2.4.2. No check/voucher for transfer,

2.10.2.4.3. Treasury check,

2.10.2.4.4. Limited Depositary Check, and

2.10.2.4.5. Cash (only if specifically authorized by the payee's commander when it is determined that no other alternatives exists due to operational conditions).

2.10.2.5. Payee. List only the individual or organization entitled to the proceeds of the payment on the voucher. Under [10 U.S.C. § 2785](https://www.uscourts.gov/uscourt/law/10-usc-2785), a DO may not change the remittance address. Also, under 31 U.S.C. § 3325(d), certified vouchers must contain the payee's taxpayer identification number (TIN), a unique nine digit identifier assigned to all individuals by the Social Security Administration and to businesses by the Internal Revenue Service (IRS). See Volume 10, Chapter 8, paragraph 2.7 for the requirement of a TIN on a certified payment voucher.

2.10.3. Payment on Forged or Fraudulent Vouchers or Pay Receipts. A DO is pecuniarily liable for payments based on forged or fraudulent vouchers. A DO, Deputy DO (DDO), agent, or cashier making such a payment may request relief of liability for such payments (see Chapter 6, section 6.0).

2.10.4. Voucher Storage. Follow Chapter 3, section 3.0 to safeguard original paid vouchers.

### 3.0 DISBURSEMENT FORECASTING

#### 3.1 Daily Disbursement Forecasting

Treasury's Bureau of the Fiscal Service (Fiscal Service) manages the government's daily cash position and disbursements affecting this position. DOs must therefore report to Treasury on a daily basis their anticipated aggregate level of planned disbursements for each disbursing method (e.g., wire, Automated Clearing House (ACH), check) for the following 5-day period. Each entity that performs its own disbursing submits one consolidated report by 3:00 p.m. eastern time daily following a Fiscal Service standardized reporting process. See the reporting process at the [1 TFM 4A-4000](#).

#### 3.2 Large Dollar Disbursements

The [1 TFM 6-8500](#) requires DOs to report, in advance, deposits and disbursements totaling \$50 million or more. The deposits and disbursements reports include single transactions, multiple transactions of a common nature, or repetitive transactions. For deposits and disbursements between \$50 million and \$500 million, DOs are required to submit the report a minimum of 2 business days in advance of the settlement date. For deposits and disbursements of \$500 million or more, DOs are required to submit the report a minimum of 5 business days in advance of the settlement date. If specific deposit or disbursement information is not final, agencies must inform Fiscal Service daily as soon as possible, but no later than 8:30 a.m. eastern time on the transaction settlement date, of the approximate amount and approximate deposit or disbursement date.

### 4.0 DISBURSEMENT VOUCHERS

#### 4.1 Numbering Disbursement Vouchers

Assign disbursing voucher numbers consecutively starting at the beginning of each fiscal year based on guidance from the supporting DFAS site to which financial reports are submitted. Identify voucher numbers with the disbursing office, not the DO.

#### 4.2 Department of Defense (DD) Form 2659, Voucher Control Log

Keep a Department of Defense [DD 2659](#), Voucher Control Log, daily for disbursement vouchers received or prepared in the disbursing office. Include in the log the disbursement voucher number, name of the payee, amount, form of payment (e.g., EFT, check, cash), and check/EFT trace number under "other." This log summarizes daily disbursement and collection transactions, and ensures the entering of all vouchers in the accountability records. It functions as a cross check against the [DD 2657](#), Daily Statement of Accountability, and [DD 2665](#), Daily Agent Accountability Summary, to summarize disbursement and collection transactions; enables comparison of vouchers paid by check to total checks written, and of vouchers paid by cash to cashier paid vouchers; associates returned and undeliverable checks with applicable vouchers; and transmits vouchers showing voucher numbers used, unused, or voided.

#### 4.3 Certification of Vouchers

4.3.1. The applicable entitlement areas (i.e., military, civilian, travel, and vendor pay) ensure that all payments are proper, prepare the correct number of copies, and ensure that all vouchers contain complete and accurate data.

4.3.2. Certifying officers examine payment vouchers before certification to ensure that the information on vouchers agrees with all supporting documentation (see Chapter 5, section 5.0).

4.3.3. DOs must have access to the [DD 577](#), Appointment/Termination Record - Authorized Signature, to verify that vouchers submitted to DOs for payment have been certified by persons authorized to certify vouchers, and disburse money only in accordance with vouchers certified by authorized certifying officers. A disbursing office detecting an improperly prepared voucher must return it to the functional area for correction and recertification.

#### 4.4 Release of Cash

An individual entitled to a payment (the payee) must receive the cash and sign the voucher. All cash payments require receipts. Do not prepare duplicate receipts. DOs or their agents making cash payments must positively identify the payee using the photograph on the payee's DoD Common Access Card. Other acceptable forms of identification include a driver's license and other identification normally acceptable in the banking community to cash checks or bonds. The responsibility for payee identification may not be delegated. In cases of cash payment, the exchange of currency and the receipt for it must be simultaneous. Requiring receipts in advance of actual cash payments is prohibited.

#### 4.5 Cash Payment Vouchers

The responsible entitlement areas send or deliver these vouchers to the cashier area. Payees may hand carry vouchers when the distance between the entitlement area and cashier area makes this impractical, provided the total amount of the voucher is inscribed in words on the bottom of the voucher (e.g., "sixty dollars and twenty cents"). Space words or enter lines in a manner to preclude alteration by inserting additional words, particularly at the beginning of writing (e.g., prevent insertion of "one hundred" immediately preceding "sixty dollars and twenty cents").

4.5.1. Cashier Responsibilities. If the voucher deduction block is used on a payment voucher, the cashier must verify that it contains an appropriation and the total to be paid is net of any deductions. After verification of these items, the cashier must initial the original voucher to identify who made the payment.

4.5.2. Payee Signature. Cashiers must obtain the payee's signature in the space provided, or in the case of multiple payments, on the sub-voucher or supporting documentation. The payee signs for receipt of cash using permanent, non-erasable ink. Facsimile signatures and signatures in pencil are unacceptable. When signatures of payees are on a sub-voucher or supporting documentation, annotate the "payee signature block" on the cover voucher with the words, "See attached." Positively identify payees before making payments. Compare the signature obtained

on vouchers to signatures on identification cards or other acceptable forms of identification. The form of the signature must be the same as the payee as shown on the voucher. In the signature block, the payee must sign the first name, with additional initials, if any, followed by the surname, except as explained in the following subparagraphs.

4.5.2.1. Unable to Write. A payee unable to write may indicate receipt of payment by signing an “X.” A disinterested party, whose address must be on the form, must witness the form. If the payee is physically unable to write and asks someone to sign in his or her presence, the signature requires verification by a disinterested witness and is regarded as a signing by the payee. File a physician's note addressing the payee's inability to sign with the original disbursement voucher.

\* 4.5.2.2. Disability Due to Mental Disorder or Mental Health Condition. Do not pay a payee who is disabled due to a mental disorder or mental health condition and cannot comprehend a signature except in the presence of an appointed legal guardian. File certified copies of court papers appointing a legal guardian with the original disbursement voucher. The legal guardian signs the name of the payee, followed by his or her own signature as legal guardian. Refer to the first disbursement voucher by DO voucher number and date paid on future payments to substantiate the legal guardianship. If the payee is in an asylum, file the superintendent's certificate that the payee was alive at the time payment was due with each disbursement voucher.

4.5.3. Voucher Validation. Validate the voucher by completing the “Paid By” (or “Brief”) block with the paying office location, DSSN, and business date of payment, using a typewriter, automated system, or rubber stamp. Do not show the geographical location if the disbursing office has a classified address (see Table 9-1).

#### 4.6 Check Disbursement Vouchers, Manual Voucher Processing

Responsible entitlement areas send manual check disbursement vouchers to the check issuing area for check preparation. The check issuing area enters the check number on the voucher in the space provided. Do not enter check numbers on duplicate copies of vouchers except for payroll and group travel vouchers. When payment is by check on an SF 1034, follow subparagraphs 4.6.1. – 4.6.5. A receipt is not necessary for payments drawn by the DO except when required by law or contract.

4.6.1. Checks Drawn on the Treasury. For payments by check drawn on the Treasury, enter the check number in the block near the bottom of the form titled “Check Number on Account of U.S. Treasury.”

4.6.2. Checks Drawn on LDAs. For payments by checks drawn on LDAs, enter the check number and the name of the LDA bank on which drawn in the block near the bottom of the form titled “Check Number On (Name of bank).” If it is a “no check drawn” voucher, state “no check drawn.”

4.6.3. Check Usage. Make checks payable to the payee stated on the disbursement voucher. Number disbursing vouchers sequentially with the lowest check number used to pay the

lowest numbered disbursement voucher or the first name on a payroll. Maintaining an unbroken sequence of check numbers facilitates check issue auditing and reporting. Consolidate multiple payments to the same payee on the same day, and pay them with one check. DOs must ensure that inscribed checks duplicate the voucher information. A DO may perform this review either before or after signing the checks. The DO ensures the completion of appropriate records to provide control over check writing. Automated systems producing disbursement vouchers must contain edit and validation controls to ensure the exact information appearing on the vouchers is passed to the check printer.

4.6.4. Paid By. See subparagraph 4.5.3.

4.6.5. Automated Disbursement Vouchers. The entry of check numbers on automated disbursement vouchers is not required so long as the voucher processing system maintains complete audit trails between disbursement vouchers and hard copy records.

#### 4.7 Check Disbursements Overpaid or Underpaid

Do not collect an overpayment to a payee. Prepare an SF 1080 to charge the DoD Component Operation and Maintenance account and credit the appropriation originally charged for the payment. Similarly, do not issue a supplemental payment when a payee is underpaid unless the payee requests the payment.

#### 4.8 Transmittal of Vouchers and Recording

4.8.1. DDOs, agents, and cashiers must include payment vouchers on the DD 2665 as prescribed in Chapter 15, subparagraph 2.1.2, and settle with the DO at the end of each business day.

4.8.2. For midday returns of cash on hand or an additional advance of funds, use a DD 1081, Statement of Agent Officer's Account (see Chapter 15, section 4.0).

4.8.3. Entitlement areas send transfer, correction, and other disbursement vouchers not for payment by cashiers directly to the accountability area.

4.8.4. Return voucher copies to the entitlement area (i.e., military, civilian, travel, and vendor pay).

#### 4.9 Certification Restrictions

The disbursing office supervisor may not routinely certify vouchers for payment, but may certify cover vouchers supported with properly certified sub-vouchers. In these cases, the approving official of the supporting documentation may not be the cover voucher certifier. If an emergency exists and the deputy, who is also a supervisor of the disbursing office, must certify a voucher for payment not supported with certified sub-vouchers, the DO or another DDO dates and signs the voucher that includes a statement similar to: "Payment approved by Lieutenant John Doe, Disbursing Officer" (see Chapter 5, section 5.0). To ensure adequate internal control, neither

the supervisor of the disbursing office nor other disbursing office personnel should be able to input data into the computerized accounting system.

#### 4.10 Documentation Supporting Delivery of Payments

Documentation that supports delivery of payments includes a copy of the payment voucher, annotated copies of invoices, or other available media that provide information on payments delivered to payees as prescribed by functional area directives. This information may be in any form (e.g., printed, electronic) but may be subject to contractual requirements.

#### 4.11 Deferred Vouchers

Deferred vouchers are paid vouchers not recorded in an accounting system, and are usually vouchers paid by an agent that must be returned for correction. They may also be vouchers paid by an agent but not yet examined by a DO. Deferred vouchers do not impact the DO Cash TAS until the voucher is processed. Responsible entitlement areas must act promptly to clear them. Keep a chronological record of actions taken, showing the date when clearance is expected. DOs or their DDOs review those actions weekly to ensure the correction of irregularities causing deferment without delay.

#### 4.12 Classified Payments

4.12.1. General. A DO making payments classified for security purposes prepares a covering disbursement voucher. These may not contain information that requires a security classification. On the original and all copies show only the name and address of the payee, amount, date of payment, complete accounting data, voucher number, check number, DO's name, DSSN, and disbursing office payment data in the "Paid By" (or "Brief") block. Payments under classified contracts should include instructions requiring the supplier to limit information on invoices so that supplies or services are identifiable only by reference to the contract. The DO (for collateral classified programs) or the voucher preparing office (for special access programs) allows access to classified documents to only those persons requiring access for the performance of their official duties.

4.12.2. Preparation. Personnel who process classified documents must possess a security clearance level equal to or higher than the documents they process. DOs or voucher preparing offices must assign duties (e.g., preparation of vouchers) so that only a minimum number of persons require access to classified information. Mark and store classified documents following prescribed security regulations. Do not attach classified essential supporting documents, invoices, or certificates to the original disbursement voucher, but identify them by the name of the DO, voucher number, DSSN, and the period of the account. Retain them at the paying disbursing office (for collateral classified programs) or the voucher preparing office (for special access programs) with other classified material. Include one of the following statements on the portion of the voucher for the description of the articles or services purchased:

4.12.2.1. For Collateral Classified Programs. “The documents supporting this voucher are located at the payment site with other classified material in accordance with (cite the applicable security regulation).”

4.12.2.2. For Special Access Programs. “The documents supporting this voucher are located at the voucher preparing office with other classified material in accordance with (cite the applicable security regulation).”

4.12.3. Declassification. Refer to appropriate security regulations for declassifying and downgrading, and to report classification abuses and improper classifications.

4.12.4. Distribution. Distribute the original and required copies of the covering disbursement voucher in the normal manner. Do not attach the classified supporting documents.

#### 4.13 Payments from Contingency Funds

Use a [DD 281](#), Voucher for Emergency or Extraordinary Expense Expenditures, to make payments from contingency funds.

4.13.1. Prepare the form to allow it to be unclassified. Classify supporting documents based on their content. A covering disbursement voucher is not required as described in subparagraph 4.12.

4.13.2. Transmittal of Vouchers and Recording. See paragraph 4.8.

#### 4.14 Hand Carrying Disbursement Vouchers

4.14.1. Vouchers Prepared Outside the Disbursing Office. Send payment vouchers prepared outside the disbursing office to the disbursing office so that the payee does not have access to them.

4.14.2. Vouchers Prepared Within the Disbursing Office. The responsible functional area sends or delivers these vouchers to the cashier area. Where distance between the functional area and cashier section makes this impractical, see paragraph 4.5.

#### 4.15 Distribution of Paid Vouchers

The disbursing office sends the original and necessary copies of paid vouchers to the appropriate DFAS site (see Chapter 15, paragraph [8.1 for proper record retention](#)).

#### 4.16 EFT Payments

4.16.1. EFT payments are sent to the FRB on debit vouchers showing the date payment is due. The DO must implement internal controls to confirm that the FRB receives the payment files successfully and on schedule, and retain the memorandum copy of the debit voucher. DOs that transmit payment files electronically use the FRB's summary of ACH activity report in lieu of the



debit voucher. In either case, the FRB issues a confirmation debit voucher to the DO. For an EFT transaction, record the debit voucher as a negative deposit with the payroll, travel, or vendor payment recorded as a gross disbursement.

4.16.2. Returns. When a financial institution returns one or more EFT/ACH payments to a paying office, the DO prepares and processes a collection voucher to account for the returned funds, crediting them to the appropriation from which they were originally disbursed. EFT returns will be submitted back to the originating ALC crediting the TAS from which they were originally disbursed. Record the collection on the DD 2657 with an offsetting [transaction to](#) account for the deposit ticket from the FRB in processing the returned payment. The DO notifies the appropriate entitlement area of the returned payment by providing a copy of the collection voucher and any rejection information received (e.g., the reject code). See Treasury's [Green Book, Chapter 4](#), for a detailed listing of payment rejection codes. The entitlement area tracks, monitors, and researches the cause of the return and provides a recertified voucher to initiate an appropriate EFT/ACH payment within 5 business days.

4.16.3. Reclamations. DFAS Cleveland (DFAS-CL) DO, when notified of the death of a military retiree or an annuitant, contacts the decedent's bank requesting the return of all payments made since the retiree's or annuitant's death. The DFAS-CL DO has three years from the date of the Financial Management Service (FMS) Form 133, Notice of Reclamation, to submit FMS 135, ACH Reclaims. For additional information, see Treasury's [Green Book, Chapter 5](#), for detailed instructions.

#### 4.17 Retention of Records

See Volume 1, Chapter 9.

### 5.0 DEPOSIT FUND AND BUDGET CLEARING ACCOUNTS

#### 5.1 Disposition of Funds in Deposit Fund Accounts

5.1.1. Method of Disposition. Applicable functional areas dispose of collections received for deposit fund accounts using one of the following methods:

5.1.1.1. Payment to Other Individuals or Organizations. Use an SF 1034;

5.1.1.2. Refund to the Remitter. Use an SF 1034; or

5.1.1.3. Withdrawal for Application to an Appropriation, Receipt Account, or Other Deposit Fund Account. Use an SF 1081 for the disbursement and collection, and submit it as substantiation for either or both. The SF 1081 cannot be used for check or cash payment.

5.1.2. Vouchering. Only one deposit fund account may be charged on a single voucher. Submit charges to accounts F0109, Federal Tax Withheld from Payments to Nonresident Aliens; and F3875, Budget Clearing Account (Suspense), on separate vouchers.



5.1.3. Civilian Pay Deductions. When preparing an SF 1081 for adjustment of deductions from civilian pay, show deposit fund account symbols and amounts for withheld taxes and U.S. savings bonds on the same SF 1081 containing the necessary information.

5.1.4. Withdrawals Involving Foreign Currency. To repay foreign currency deposits at USDEs different from those at which they were deposited, see Chapter 13.

## 5.2 F3875, Budget Clearing Account (Suspense)

5.2.1. Transfer of Funds. Upon determining the proper disposition of funds in this account, transfer the amount on an SF 1080 or 1081 to the proper account. Explain the charges on the SF 1080 or SF 1081. See [1 TFM 2-5135](#) for guidance on the use of F3875. Use this account to hold unidentifiable collections temporarily for no more than 60 days, or use other business processes approved by the Fiscal Service. Payment is prohibited from the F3875 suspense accounts.

5.2.2. Transferring Funds Out of Clearing Accounts (Suspense). Utilize a CTA transaction to move the (cash) funds out of the clearing account to the proper program TAS, deposit fund account, or DO Cash TAS along with the proper adjustment BETCs. Utilize an SF 1080 or SF 1081 to document the charges and report the transactions within internal DoD systems.

5.2.3. Disbursements Representing Funds Received for Other Government Agencies. Send an IPAC payment or check payable to the Treasury and a copy of the disbursement voucher to the official of the agency requesting collection.

5.2.3.1. Checks Payable to the U.S. Postal Service. If the collection is for credit to a U.S. Postal Service appropriation or receipt account citing departmental prefix “18,” send the check and a copy of disbursement voucher to the Manager, Finance Branch, Eagan Information Systems/Accounting Service Centers, U.S. Postal Service, 2825 Lone Oak Pkwy, Eagan, MN 55121-9600.

5.2.3.2. Checks Payable to Other Government Agencies. For a collection for another government agency, send the check to the agency with a source and reason for collection.

5.2.4. Transactions Rejected by the Accounting System. Accounting Offices notify the DO and request the documentation needed to process the transaction successfully. DOs send the requested documentation to the accounting office within 30 days.

5.2.4.1. Supporting Documentation Maintained Locally. The DO sends the requested documentation to the accounting office immediately.

### 5.2.4.2. Supporting Documentation Maintained at a Remote Site

5.2.4.2.1. The DO notifies the entitlement area of the rejected transaction immediately by telephone or email.

5.2.4.2.2. If the requested information is not received within five working days of the initial request, send a formal, written request to the functional area, referencing the original request.

5.2.4.2.3. If no response is received within five working days of the second request, send a copy of the request memorandum, with a cover letter, to the site director or commander, as appropriate.

### 5.3 Overages

5.3.1. Disbursement Action. For an overage that should not have been accounted for as a collection, the responsible functional area prepares an SF 1034 payable to “Adjustments” to reverse the erroneous collection and permit proper accounting for the funds. Do not issue a check or a cash payment for this voucher.

5.3.2. Adjustments. If an amount was recorded in error as a collection to one of the following accounting classification other than F3875; F3885, Undistributed Intra-governmental Payments; X6500, Advances Without Orders from Nonfederal sources; X6501, Small Escrow Amounts, or X6276, Other Federal Payroll Withholding, Allotments (e.g., a collection from a sales official), the responsible entitlement area initiates the adjustment by preparing an SF 1081 charging one of the cited accounts and crediting the proper appropriation or fund.

5.3.3. Removal. If every reasonable effort to discover the proper disposition of the funds is unsuccessful, prepare an SF 1081 to remove the amount from the affected deposit fund account, and credit R1060, Forfeitures of Unclaimed Money and Property.

## 6.0 TREASURY DISBURSING OFFICE (TDO)

The TDO initiative allows Treasury to become the Federal service provider performing payment and collection functions on behalf of DoD. The program also allows an agency to send and receive financial transactions directly to Treasury systems. The TDO program provides services to facilitate various disbursement and collections including contract, vendor pay, individual reimbursement, and miscellaneous pay (e.g., utility bills, credit cards). The TDO program is also a centralized post-pay actions that works in concert with customers, partners, and stakeholders to provide customized payment solutions that are expeditious while ensuring invoices or claims are valid against the government. Once fully transitioned from the legacy disbursing systems to TDO, DoD will continue to function as a non-Treasury disbursing office and provide services related to collections, advance payments, cash disbursements, agent payment and returns, accommodation exchange, contingency (e.g., combat zone, afloat, and military in support of disaster relief), and emergency disbursing transactions under 31 U.S.C. § 3321(c)(2). For additional information on the TDO initiative, see [1 TFM 4A-3000](#) for scheduling payments disbursed by the Fiscal Service.

## 7.0 PAYMENTS IN SUPPORT OF ADVANCE PAYMENT POOL AGREEMENTS

### 7.1 General

An advance payment pool agreement:

7.1.1. Is a means of financing the performance of more than one contract held by a single contractor. Cash advanced to a contractor must be reported on the DD 2657 and be reflected on the DO Cash TAS until the money is returned or disbursed;

7.1.2. Is convenient for the financing of cost type contracts with nonprofit educational or research institutions for experimental or research and development work when several contracts require financing by advance payments. When appropriate, pooled advance payments may also be used to finance other types of contracts held by a single contractor; and

7.1.3. May be established:

7.1.3.1. To finance contracts for one or more departments or contracting activities;

7.1.3.2. In addition to any other advance payment pool agreement at a single contractor location when it is more convenient or otherwise preferable to have more than one agreement; or

7.1.3.3. Without regard to the number of appropriations involved. Under [31 U.S.C. § 1534](#), one appropriation may be charged for the benefit of another any time during a fiscal year so long as:

7.1.3.3.1. Amounts are available in both the appropriation to be charged and the appropriation to be benefited subject to limitations applicable to the appropriations, and

7.1.3.3.2. Any amounts paid are charged on a final basis by the close of the fiscal year to the appropriation benefited and the appropriation originally charged is appropriately credited.

### 7.2 Policy

7.2.1. Allow payment in advance of receipt of goods or services to educational and research institutions under [10 U.S.C. § 2307](#). . Payments are allowed only if the contractor gives adequate security and after a determination by the head of the agency that to do so would be in the public interest. Security may be in the form of a lien on the balance in an account in which the payments are deposited. This lien takes precedence over other liens and is effective immediately upon the first advance payment of funds without filing, notice, or any other action by the United States. The total payments made may not exceed the unpaid contract price.

7.2.2. When multiple agencies or departments are part of the advance payment pool agreement, cite their funds on contracts. When more than one contract is involved in the advance

payment pool agreement, one or more of them, normally of large dollar value, is designated as the contract to which the advance payments are to be applied. Follow Volume 10, Chapter 10, paragraph 5.4 to process advance payments.

Table 9-1. Disbursement Voucher “Paid By” Blocks

WITHIN THE UNITED STATES	
DATA	EXAMPLE
Location (Base and State) ZIP Code DSSN Date of Payment	Camp Lejeune NC 28540 DSSN 6092 1 May 20XX
Location and ZIP Code DSSN Date of Payment	Ft. Jackson SC 29207 DSSN 0001 20 August 20XX
Classified DSSN Unit Identification Code and Name of Disbursing Activity Date of Payment Name and DSSN of Operating Location	DSSN 5171 (62306) NAVOCEANO  21 SEP 20XX DFAS Cleveland 8522 1240 East 9 <sup>th</sup> Street Cleveland OH 44199
OUTSIDE THE UNITED STATES	
DATA	EXAMPLE
Location DSSN Date of Payment	APO AE 09440-1111 DSSN 6637 1 May 20XX