#### Fundamentals of Fiscal Law 181-CCFS-C10 / Version 2 Effective Date 09 Nov 2012

#### SECTION I. ADMINISTRATIVE DATA

All Courses Including This Lesson	Course Number	Vers	sion <u>Co</u>	ourse Title	
	None				
Task(s) Taught(*) or	Task Number	Tas	k Title		
Supported	None				
Reinforced Task(s)	Task Number	Tas	k Title		
	None				
Knowledge	Knowledge Id		Title	Taugh	t Required
	None				
Skill	Skill Id		Title	Taugh	t Required
	None				
Administrative/ Academic Hours	The administrative/aca	demic hours	required to tea	ch this lesson are a	s follows:
	Academic	Resident Hou	rs / Methods		
	No	1 hr	45 mins	Briefing	
	Yes	0 hrs	0 mins	Test Review	
	Yes	0 hrs	0 mins	Test	
	Total Hours:	1 hr	45 mins		
Test Lesson Number		Hours	Le	sson Number	
	None				
Prerequisite Lesson(s)	Lesson Number	Les	son Title		
	None				
Training Material Classification	Security Level: This course/lesson will present information that has a Security Classification of: U - Unclassified.				
Foreign Disclosure Restrictions	FD5. This product/publication has been reviewed by the training/educational developers in coordination with the The Judge Advocate General's Legal Center and School, Charlottesville, Va 22803 FD authority. This product is releasable to students from all requesting foreign countries without restrictions.				
References	Number	Title		Date	Additional Information
	AR 27-1	Advocate	vices, Judge Legal Services 1, 09/13/2011)	15 Sep 1989	

Student Study Assignment	None			
Instructor Requirements	Absent exceptional circumstances, thi	s lesson should be	e taught by a judge a	advocate. MOS 27A
Requirements	judge advocate.			
Additional Support Personnel	Name		<u>Student</u> <u>Ratio</u>	<u>Man</u> Qty <u>Hours</u>
Requirements	None			
Equipment Required for Instruction	ID - Name	<u>Student</u> <u>Ratio</u>	Instructor Ratio Spt	Qty Exp
	None			
Materials Required	Instructor Materials:			
	None			
	Student Materials:			
	None			
Classroom, Training Area, and Range Requirements	None			
Ammunition			Student	Instruct Spt
Requirements	DODIC - Name		Exp Ratio	Ratio Qty
	None			
Instructional Guidance	NOTE: Before presenting this lesson,	instructors must t	horoughly prepare b	by studying this
	lesson and identified reference materia	al.		
_	None			
Proponent Lesson Plan Approvals	Name	Rank	Position	Date
	james.tripp1	Not available	Approver	13 Nov 2012

#### **SECTION II. INTRODUCTION**

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(null:null/0)\* Time of Instruction: 10 mins Instructional Strategy: Lecture Note: Marked as (\*) is derived from the parent learning object

Motivator

Note: Show slide 1



Welcome to the block of instruction on fiscal law for Company Commanders and 1SGs. This block is intended to give you a basic understanding of the rules regarding the use of the funds provided to your commands. This is not intended to make you subject matter experts, but rather give you the ability to spot issues and know when to ask a Judge Advocate for guidance.

"ALWAYS call your judge advocate when you have questions or concerns. Train your staff to call your judge advocate.

Often, your judge advocate will be willing to come and train your staff."

**NOTE.** Inform the students of the following Terminal Learning Objective requirements. At the completion of this lesson, you [the student] will:

Action:	Fiscal Law
Conditions:	

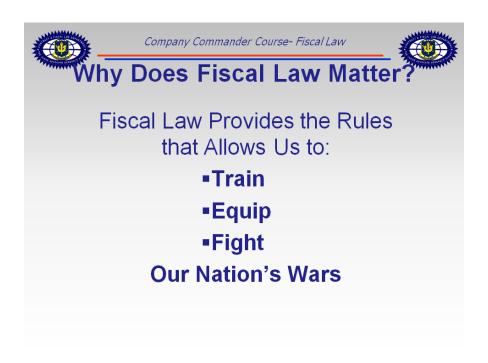
Terminal Learning Objective

	Standards:	In a classroom environment be able to understand the Fiscal Law for Compant Cdr's and 1SG course and standard office supplies and equipment. You must comprehend/understand Fiscal Law IAW AR 27-1	
Safety Requirements	None.		
Risk Assessment Level	None		
Environmental Considerations	<b>NOTE:</b> Instructor should conduct a Risk Assessment to include Environmental Considerations IAW FM 3-34.5, Environmental Considerations {MCRP 4-11B}, and ensure students are briefed on hazards and control measures.		
	<b>NOTE:</b> It is the rest damage.	sponsibility of all Soldiers and DA civilians to protect the environment from	
Evaluation		ow the student must demonstrate the accomplishment of the TLO. Refer dent Evaluation Plan.	
Instructional Lead-in	Note: show slide 2		



Everything the military does costs money. Whether its getting the latest MRAPs, fielding the latest rifles, or building roads, barracks, or detention facilities in Afghanistan, the Army needs money. There are, however, rules on how we can spend money.

Note: Show Slide 3



The Army is funded to train, equip, and fight our nations wars. Fiscal Laws exist to ensure that money is spent only to further those aims.

#### SECTION III. PRESENTATION

**NOTE:** Inform the students of the Enabling Learning Objective requirements.

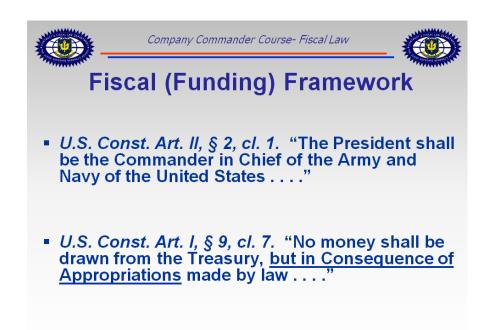
#### A. ENABLING LEARNING OBJECTIVE

ACTION:	Fiscal (Funding) Framework
CONDITIONS:	In a classroom environment Discuss Fiscal Law framework
STANDARDS:	You must comprehend/understand the Fiscal Law Frameworkl IAW AR 27-1

ELO A - LSA 1. Learning Step / Activity ELO A - LSA 1. Funding

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 10 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

Note: Show Slide 4



Under our separation of powers concept of government, the Constitution invests certain powers in the different branches. The President is the Commander in Chief, responsible for the Armed Forces of the United States. He issues the rules and regulations that guide the Armed Forces. Congress, however, has the power of the

purse. It is through this power of the purse that Congress is able to exercise some measure of control over the Armed Forces.

Note: Show Slide 5



The 1976 Supreme Court case, US v. MacCollom, states the law- "<u>expenditure of</u> <u>public funds is proper only when authorized by Congress</u>". Even though MacCollom involved the seemingly trivial manner or a free transcript of a criminal proceeding, regardless of the subject matter, the law is clear:

The power of the purse means that Congress must specifically allow purchases, not that a purchase is authorized unless Congress prohibits it.



Unlike most aspects of Command, when it come to spending money, you need specific authority. There is no inherent authority to expend funds.

Check on Learning: None.

Review Summary: None.

CHECK ON LEARNING (ELO A): None.

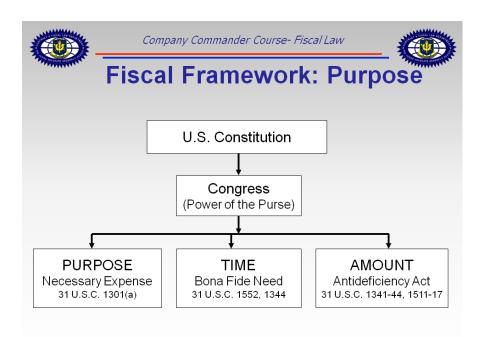
REVIEW SUMMARY(ELO A): None.

#### B. ENABLING LEARNING OBJECTIVE

ACTION:	Purpose
CONDITIONS:	In a classroom environment discuss the purpose of the Fiscal Law Framework
STANDARDS:	You must comprehend/understand the Purpose of the Fiscal
	Law Framework IAW AR 27-1

ELO B - LSA 1. Learning Step / Activity ELO B - LSA 1. Fiscal Framework: Purpose

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0)\* Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified. Note: Marked as (\*) is derived from the parent learning object



There are three main statutes that Congress created to ensure that money is spent properly. There is the Purpose statute, the Time statute, and the Anti-Deficiency Act. We will cover each of these statutes, but let's start with the first one: The Purpose Statute.



Company Commander Course- Fiscal Law



## **Purpose Statute**

Appropriations shall be applied only to the objects for which the appropriations were made except as otherwise provided by law.

31 U.S.C. 1301(a)

This statute reinterates that you must have specific statutory authority. Congress passes different types of bills that provide authority to spend money. We will cover what they are.

The "Except as otherwise provided" language governs where Congress creates exceptions to it general rule. An example of this is the Commander's Emergency Response Program which, in 2012, allows the use of appropriated funds to help the Afghan people.

We will first look at how Congress provides the Department of Defense with funds and how it allows the DOD to spend these funds.

Check on Learning: None.

Review Summary: None.

## CHECK ON LEARNING (ELO B): None.

REVIEW SUMMARY(ELO B): None.

#### C. ENABLING LEARNING OBJECTIVE

ACTION:	Controlled Funding
CONDITIONS:	In a classroom environment learn how Funds are Controlled
STANDARDS:	You must comprehend/understand How Funds are Contolled IAW AR 27-1

ELO C - LSA 1. Learning Step / Activity ELO C - LSA 1. How Congress Controls Funding

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 10 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

Note: Show Slide 9



These are the many ways that Congress provides us either authority to purchase items, or expressly restricts us from specific purchases. The Department of Defense Appropriations Act is the bill passed by Congress, and signed by the President, on an annual basis to fund specific "Pots of Money" for the Department of Defense. We will cover what those "Pots of Money" are later. The Appropriations Act also contains specific authority, and restrictions, on the expenditure of funds. The National Defense Authorization Act originates from the Armed Service Committees in the respective houses of Congress and contains DOD specific guidance, including providing certain authority and restrictions on expenditure of DOD funds. There are also various other statutes and regulations that provide further restrictions or authority to purchase items. Here's an example: **10 U.S.C. § 2246.** " . . . Funds appropriated to the Department of Defense may not be used to equip, operate, or maintain a golf course . . . ." Congress has specifically prohibited the use of funds provided under the appropriations act to equip, operate, or maintain golf course.



When Congress funds the DOD, there are five main "pots of money" it provides. There are various other specialized pots, but these are the main ones. Of these pots of money, you, as a Company level leader, will only have one: Operations and Maintenance or O&M or OMA [operations and maintenance, Army]. All of the other pots are at Division or higher level Commands.

[RDT&E= Research Development, Testing and Evaluation]

Check on Learning: None.

Review Summary: None.

CHECK ON LEARNING (ELO C): None.

REVIEW SUMMARY(ELO C): None.

#### D. ENABLING LEARNING OBJECTIVE

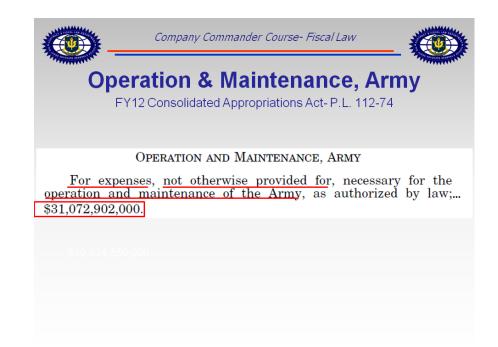
ACTION:	Operation & Maintenance
CONDITIONS:	In a classroom environment discus Operations and Maintenance funds
STANDARDS:	You must comprehend/understand the Operations
	and Maintenance funds IAW AR 27-1

ELO D - LSA 1. Learning Step / Activity ELO D - LSA 1. Army

Method of Instruction: Briefing

Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 15 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

Note: Show Slide 11



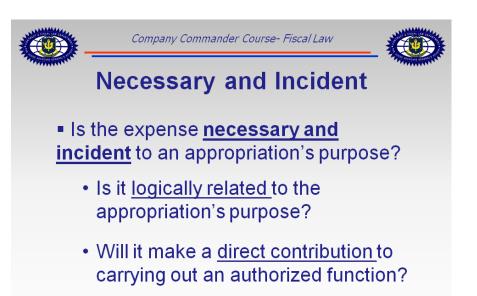
Here is the exact language that Congress uses when it provides funds for O&M. For expenses, not otherwise provided, necessary for the operations and maintenance of the army. This is the money that you use to train with, and to purchase most day to day expenses items. We will discuss a little later what I mean by certain expense items. You can see, however, that for every unit in the United States Army, there is \$31 Billion dollars to fulfill these needs.



If you are wondering how the Army purchases its various big ticket items, they are purchased through these procurement pots of money. These are the pots of money that are used to purchase main battle tanks, armored personnel carriers, helicopters, Unmanned Aerial Systems, rifles, crew served weapons, bullets, etc, as well as the accessories for them. You will generally not have access to these funds at your level, however.



We already discussed how Congress must specifically authorize a purchase. Since Congress, however, cannot think of everything a unit needs to buy, there is a test to determine if a specific purchase fits within the specific "pots of money" that Congress has provided. It is called the "Necessary Expense Test." This test has three part and **each** part must be satisfied in order for the purchase to be acceptable. First, the test must be necessary and incident to the appropriation's, or Pot of Money's, purpose. Second, it must be not prohibited by law. Third, it must not be otherwise provided for. We will discuss each part individually. Note: Show Slide 14



An item is necessary and incident if it is logically related to an appropriation's purpose, **Or** will make a direct contribution to carrying out an authorized function. Essentially, does this purchase help the unit complete its mission: to train, equip, and fight our nations wars?



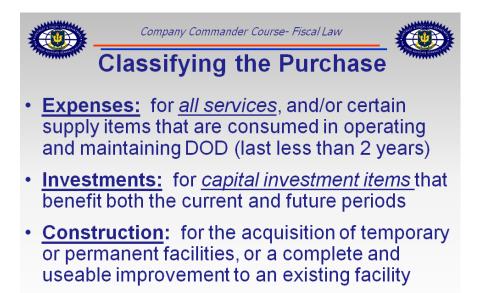
The second part of the test is to see whether Congress has specifically prohibited this purchase. Here, we need to look at the Appropriations Act, the Authorization Act, as well as laws and regulations. If there is no express or implied prohibition, we must look to the next step.

Note: Show Slide 16



Finally, there must not be a specific pot of money provided to purchase this item. An example is an optic for an M-4. Although purchasing optics will clearly help a unit train and fight a war, there is a specific pot of money already provided to purchase them: Procurement of Weapons and Tracked Vehicles, Army. This pot of money expressly includes the purchase of accessories of weapons. So you can not use your O&M to purchase the optics.

If each of the three tests is satisfied, then the purchase is a necessary expense of an agency and therefore it is authorized by Congress. Note: Show Slide 17



We need to be careful when purchasing certain items because the nature of the item can determine which pot of money is appropriate. For instance, an item is either going to be an expense item, an investment item, or construction. Expense items are <u>all</u> <u>services</u>, or certain supply items that are consumed in operating and maintaining DOD. The rule of thumb for the latter is items that last less than 2 years. Investment items are long term items that benefit both the current and future fiscal years. Construction is the acquisition of temporary or permanent facilities, or a complete and useable improvement to an existing facility. Note: Show Slide 18



Lets look at a couple of examples. Office supplies and janitorial contracts are expenses. Office supplies are consumed quickly, certainly in less than 2 years. Furniture and Information Technology, such as projectors, are investment items. They last longer than 2 years. Note: Show Slide 19



Expense items are purchased using O&M, as are investment items that do not exceed \$250,000. Investment items that exceed \$250,000 must be purchased using Procurement funds, normally, Other Procurement, Army (or OPA) funds. Construction projects that do not exceed \$750,000 are financed using O&M funds. Construction projects over \$750,000 uses different Pots of Money, depending on the total cost. Note: Show Slide 20



When purchasing several investment items, you may have to aggregate, or add up the total cost of each, for purposes of determining whether the purchase exceeds the \$250,000 threshold. Recall that investment items that exceed \$250,000 must be purchased with Procurement Funds. \$250,000 is called the "investment/expense threshold." If the several investment items are a system, in that their primary purposes is to work together, you must add the total cost for each item together. If the total purchase does not exceed \$250,000, you may use O&M funds. If the total cost exceeds \$250,000, you must use Procurement funds. If the several investment items are not a system, as they are not intended to work together, each individual item that costs less than \$250,000 can be purchased with O&M.

A good example of the analysis is a security system. Though the central computer and the individual cameras may not cost more than \$250,000, since these investment items are intended to work together, you must add up the total cost for each item to determine if the overall purchase exceeds the \$250,000 threshold. [If asked, a desktop computer is NOT a system, regardless of whether it is hooked up to a network and is primarily intended for email and internet research. DFAS IN 37-100-12, APP. A] Note: Show Slide 21



In your time in Company leadership, you will see many different types of purchases. This slide is a list of common purchases that could cause you problems.

Bottled water: Water is personal expense, unless in a deployed environment. Do not purchase bottled water unless you talk to your legal advisor. Food: Food is generally a personal expense. Do not purchase food with unit funds. There are separate rules for those on TDY. Ask your legal advisor if you have any questions.

Unit T-Shirts: Clothing is a personal expense. Do not purchase unit T-shirts with unit funds. Talk to your legal advisor for alternatives.

Awards: Military awards that come through the supply chain are okay, including those green Department of the Army covers. Do not, however, purchase a commercial frame with unit funds. Talk to you legal advisor if you have any questions.

Check on Learning: None.

Review Summary: None.

CHECK ON LEARNING (ELO D): None.

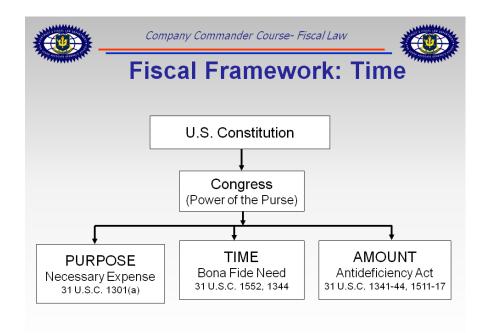
REVIEW SUMMARY(ELO D): None.

#### E. ENABLING LEARNING OBJECTIVE

ACTION:	Time
CONDITIONS:	In a classroom environment discuss the Time section of the Fiscal framework
STANDARDS:	You must comprehend/understand the Time section of the Fiscal framework IAW AR 27-1

ELO E - LSA 1. Learning Step / Activity ELO E - LSA 1. Fiscal Framework: Time

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.



Now that we can discussed whether an item is of a type than can be purchase, we need to look at whether you have a bona fide need for the item in the present fiscal year. This is the "Time" analysis of fiscal law.



The different pots of money have different "periods of availability." The default rule is that the pots of money expire after one fiscal year. O&M is a pot of money that is only available for one fiscal year. Other pots of money have different periods of availability, though that is beyond what you need to know.

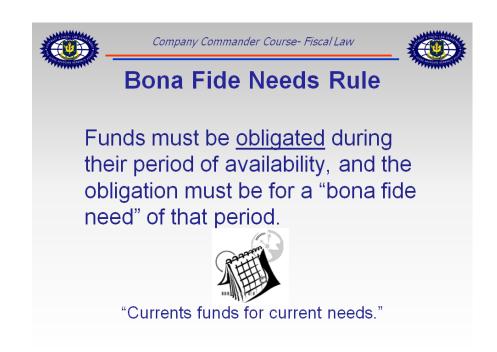
Check on Learning: None.

Review Summary: None.

ELO E - LSA 2. Learning Step / Activity ELO E - LSA 2. Bona Fide Needs Rule

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

Note: Show Slide 24



This rule is a timing rule. The basic bona fide needs rule is that Funds can only be <u>obligated</u> during their period of availability, and the obligation must be for a "bona fide need" of that period". Boiled down to simpler terms, in order to purchase an item

with funds that you have for an specific fiscal year, you must have an actual need for that item in that fiscal year. Current year funds for current year needs, <u>or</u> put differently, no future needs with current year funds. Here's an example problem area. Purchasing items for a deployment that is 6 months away, and that crosses a fiscal year, runs afoul of the bona fide needs rule. If you have a need for the item during the deployment, which is in the next fiscal year, you must wait until the next fiscal year to purchase that item. There are some common exceptions to the general rule, so if you have any questions, ask your legal advisor.

(If asked a question, obligation is the point in time when the gov't incurs a legal liability to pay a third party, usually this is contract award. For the company commander, it will usually coincide with purchase, but the item could be delivered sometime after the obligation is formed. The important event is not when the obligation is recorded in the RM's computer, but rather when the legal liability is created. Obligations can be recorded up to 10 days after they occur.)

Check on Learning: None.

Review Summary: None.

ELO E - LSA 3. Learning Step / Activity ELO E - LSA 3. Fiscal Year

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.



To understand the bona fide needs rule, you must understand the fiscal year cycle. The federal government operates on a fiscal year different from the calendar year. The federal government fiscal year goes from 1 October to 30 September. After 30 September, the O&M funds that Congress appropriated are no longer usable.

Check on Learning: None.

Review Summary: None.

ELO E - LSA 4. Learning Step / Activity ELO E - LSA 4. Lifespan of Appropriated Funds

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

Company Commander Course- Fiscal Law Lifespan of Appropriated Funds				
Period of Availability (O&M- 1 Year)	5 years (All funds)	US Treasury		
'Current'	'Expired'	Closed		
For NEW obligations only!!!	To adjust OLD obligations	" <b>Graveyard Dead</b> " (Pays down the debt)		

Funds that are current, which is the green portion above, can be used for any new obligation. You must, however, have an actual bona fide need during that green period of time. Once the funds have expired, i.e., exceeded their period of availability, you cannot use them for a new need, though they can be used to pay for obligations properly incurred during the green period. Five years after the funds expire they are closed and return to the treasury.

Check on Learning:None.Review Summary:None.

### CHECK ON LEARNING (ELO E): None.

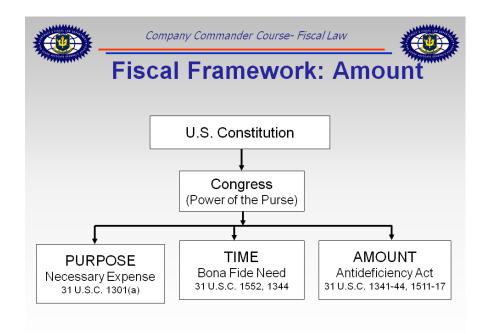
REVIEW SUMMARY(ELO E): None.

#### F. ENABLING LEARNING OBJECTIVE

ACTION:	Fiscal Framework: Amount
CONDITIONS:	In a classroom environment discuss the Amount section of the Fiscal framework
STANDARDS:	You must comprehend/understand the Amount section of Fiscal Law IAW AR 27-

ELO F - LSA 1. Learning Step / Activity ELO F - LSA 1. Amount

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 10 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Note: Show Slide 27



Now that we discussed whether an item is of a type than can be purchased, and when it can be purchased, we need to look at the Anti-Deficiency Act which governs the "Amount" of a purchase.

	Company Commander Course- Fiscal Law	
	Amount	
•	Congress prohibits	
	<ul> <li>Obligation of more funds than you have given</li> </ul>	e been
	<ul> <li>Obligation of funds in advanced of rece them</li> </ul>	eiving
	Acceptance of "voluntary services"	
	<ul> <li>'Augmenting" of appropriations</li> </ul>	

Congress prohibits various obligations that violate the thresholds of what it has appropriated. You may not obligate more funds than you have been given. You may not obligate funds until you have been actually given them. You may not except voluntary services, subject to certain exceptions. You may not augment your funds. An example of augmentation is if a private citizen wanted to purchase an M1-A2 Abrams Main Battle tank for a tank company. This would be an augmentation because Congress gives us money to train, equip and fight our nations wars. The money that Congress gives us is all that it allows us to spend to train, equip, and fight our nations wars. If we accept the M1-A2, we will have augmented our appropriations and exceeded the limitations set by Congress on equipping our force.

Check on Learning: None.

Review Summary: None.

## CHECK ON LEARNING (ELO F): None.

REVIEW SUMMARY(ELO F): None.

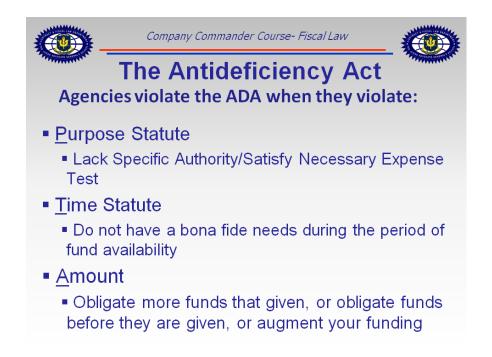
#### G. ENABLING LEARNING OBJECTIVE

ACTION:	The Antideficiency Act
CONDITIONS:	None.
STANDARDS:	None.

ELO G - LSA 1. Learning Step / Activity ELO G - LSA 1. Antideficiency Act

Method of Instruction: Briefing Instr Type(I:S Ratio/Qty): 27A(/0) Time of Instruction: 0 hrs 5 mins Instructional Strategy: Lecture Media Type: PowerPoint Presentation Security Classification: This course/lesson will present information that has a Security Classification of: U - Unclassified.

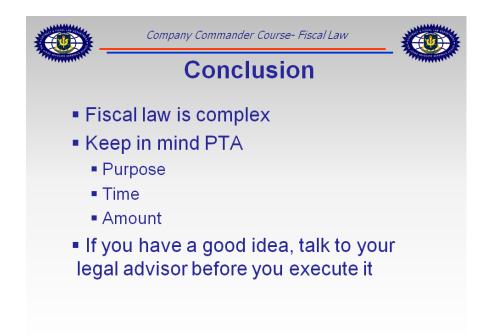
Note: Show Slide 29



The Anti-Deficiency Act (ADA), is a criminal statute with criminal penalties. It is the sword to enforce the various fiscal law restrictions Congress created. The ADA prohibits a violation of the Purpose Statute, i.e., obligations that are for an improper purpose, or that use the wrong pot of money. The ADA also prohibits the violation of the Time Statute, i.e., the obligation of funds when the bona fide needs does not overlap with the period of availability. The ADA also restricts the obligation of more funds than you have, the obligation of funds before you have been given them, and the augmentation of funds, including acceptance of voluntary services. Keep in mind that even if criminal penalties are not accessed, an ADA violation is reported up through the chain of command, and, along with the names of those involved, is reported to the President, Vice President and the Speaker of the House. Speak to your legal advisor before you make a mistake.

Check on Learning: None.

Review Summary:



#### [Read the slide]

CHECK ON LEARNING (ELO G): None.

REVIEW SUMMARY(ELO G): None.

#### SECTION IV. SUMMARY

Method of Instruction:	Briefing
Instr Type(I:S Ratio/Qty):	27A (null:null/0)*
Time of Instruction:	10 mins
Instructional Strategy:	Lecture

Note: Marked as (\*) is derived from the parent learning object

Check on Learning

None.

Review/ Summary

None.

#### SECTION V. STUDENT EVALUATION

Testing Requirements

NOTE: Describe how the student must demonstrate the accomplishment of the TLO. Refer student to the Student Evaluation Plan.

 
 Feedback Requirements
 NOTE: Feedback is essential to effective learning. Schedule and provide feedback on the evaluation and any information to help answer students questions about the test. Provide remedial training as needed.

#### Appendix A - Viewgraph Masters

# Fundamentals of Fiscal Law 181-CCFS-C10 / Version 2

Sequence	Media Name	Media Type
None		

PRACTICAL EXERCISE(S)/SOLUTION(S) FOR LESSON 181-CCFS-C10 Version 2

#### **Appendix D - Student Handouts**

#### Fundamentals of Fiscal Law 181-CCFS-C10 / Version 2

Sequence	Media Name	Media Type
0	Complete Presentation	PPT