GENERAL SERVICES ADMINISTRATION
Washington, DC 20405

CFO 4252.1C
August 7, 2017

GSA ORDER

SUBJECT: Accounts Payable Policy Manual

1. Purpose. This manual establishes general standards for implementing General Services Administration (GSA) financial transactions and procedures. This Order includes guidelines for processing vouchers, invoices, and other documents to make prompt and proper payments, incur obligations, and to assist in administering GSA appropriated and revolving funds. It provides general guidance for the implementation of management controls and the proper internal controls to safeguard GSA assets. Combined with other manuals and user guides, it facilitates the accurate recording of commitments, obligations, expense accruals, and payments.

2. Background. This manual establishes uniform policies for the GSA accounts payable functions and provides guidance on procedures and operational requirements, where appropriate. This manual does not include every policy or procedure; however, it is a useful supplement to other manuals and reference materials, including Federal Accounting Standards Advisory Board Pronouncements, Office of Management and Budget (OMB) Circulars, and United States Department of the Treasury (Treasury), Bureau of the Fiscal Service (Fiscal Service) regulations and guidelines on managing accounts payable and various public laws.

3. Applicability. This manual provides policy guidance for personnel working with financial information collected from SSO transactions, such as those assigned to the Office of the Chief Financial Officer, GSA's Federal Shared Service Provider and those in the SSO's who assist these personnel.

4. Cancellation. CFO P 4252.1B, The Accounts Payable Policy Manual, dated September 30, 2009; CFO-IL-11-02, GSA Intra-Agency Agreement and Obligation Policy; and CFO-IL-14-02, Recording of obligations for fixed-priced severable service contracts.

5. Responsibilities. If you have any questions regarding this Order, please contact Erik Dorman at erik.dorman@gsa.gov

6. Signature.

/S/______________________________

GERARD E. BADORREK
Chief Financial Officer
Office of the Chief Financial Officer

Accounts Payable Policy Manual

Table of Contents

Paragraph **Page**
<u>Titles</u> **<u>Numbers</u>**

CHAPTER 1. GUIDELINES, MANAGEMENT RESPONSIBILITY, AND INTERNAL CONTROL

PART 1. INTRODUCTION

1. Purpose. This manual establishes general standards for implementing General Services Administration (GSA) financial transactions and procedures. This includes guidelines for processing vouchers, invoices, and other documents to make prompt and proper payments, incur obligations, and to assist in administering GSA appropriated and revolving funds. . It provides general guidance for the implementation of management controls and the proper internal controls to safeguard GSA assets. Combined with other manuals and user guides, it facilitates the accurate recording of commitments, obligations, expense accruals, and payments.

2. Applicability. This manual provides policy guidance for personnel working with financial information collected from SSO transactions, such as those assigned to the Office of the Chief Financial Officer, GSA's Federal Shared Service Provider and those in the SSO's who assist these personnel.

PART 2. STATUTES AND REGULATIONS

3. Statutes and regulations governing accounts payable operations.

a. Chief Financial Officers Act of 1990, 31 U.S.C. § 9105 et seq. This Act directs Federal agencies to establish effective general and financial management practices. The Act includes requirements regarding adequate systems of accounting, financial management, and internal controls. The Act also requires adequate and proper reporting.

b. Debt Collection Improvement Act (DCIA) (PL 104-134). This Act requires proper collection of debts, authorizes the compromise or suspension of some debts, and the use of certain collection tools that are available in the private sector. The use of electronic payment and administrative offset is required. Any non-tax debt or claim owed to the U.S. Government that is 120 days delinquent, with certain exceptions, must be referred to U.S. Department of Treasury (Treasury) for collection.

c. Federal Managers Financial Integrity Act of 1982 (PL 97-255) 31 U.S.C. §§ 1105, 1106, 1108, 1113, and 3512. This act amended the Accounting and Auditing Act of 1950 to require ongoing evaluations and reports of the adequacy of the systems of internal accounting and administrative control of each executive agency.

d. Improper Payments Information Act of 2002, (IPIA), PL 107-300, as amended by the Improper Payments Elimination and Recovery Act of 2010 (IPERA), PL 111-204, and Improper Payments Elimination and Recovery Improvement Act of 2012 (IPERIA), PL 112-248. These Acts require Federal agencies to periodically review and report on major programs that are susceptible to improper payments, develop plans to reduce improper payments, and provide requirements for implementation of the Do Not Pay initiative.

e. Antideficiency Act 31 U.S.C. § 1341 (ADA). This Act established rules for controlling the obligation of funds, as well as penalties, for over obligating funds, enacted by the United States Congress, to prevent the incurring of obligations or the making of expenditures (outlays) in excess of amounts available in appropriations or funds. ADA prohibits the Government from entering into a contract that is not fully funded.

f. Federal Financial Management Improvement Act of 1996 (FFMIA). This Act requires agencies to implement and maintain systems that substantially comply with (1) Federal accounting standards; (2) the United States Government Standard General Ledger (USSGL) at the transaction level; and (3) Federal financial management systems requirements. In addition, FFMIA requires agency auditors to report whether agency systems comply with FFMIA requirements. Agencies that determine their systems do not substantially comply must develop and submit remediation plans to OMB.

g. Prompt Payment Act 31 U.S.C. Chapter 39. This Act requires Federal agencies to pay non-Federal invoices on a timely basis (within 30 days), to pay interest penalties when payments are made late, and to take economically justified discounts when payments are made by the discount date.

h. Certifying Officers Act, 31 U.S.C. § 3528. This Act defines the responsibilities of Disbursing and Certifying Officers.

i. Contract Disputes Act, 41 U.S.C. §§ 601-613, (P.L. 95-563). This Act waives the Government's sovereign immunity, permitting contractors to sue the Government either in an administrative tribunal (a board that hears appeals) or in a court. The Act establishes the procedures contractors and contracting officers (CO) use in resolving disputes involving contracts with the Federal Government, specifically the executive branch.

j. Department of the Treasury regulations. The Treasury Financial Manual, Volume 1, contains policies and procedures related to accounts payable operations, reporting on obligations, and payment disbursement.

k. GSA regulations.

(1) The Chief Financial Officer Handbook (CFO P 4260.1) prescribes GSA accounting policy and procedures.

(2) GSA Delegation of Authority Manual (CFO P 5450.1) contains internal delegations of authority from the Administrator to the Regional Administrators, Associate Administrators, the Chief Financial Officer (CFO), and Heads of Services and Staff Offices.

(3) GSA Financial Management Regulations – GSA FMR Subchapter D, Part 102-118, Transportation Payment and Audit.

l. OMB Circular A-123. OMB Circular A-123, Management's Responsibility for Enterprise Risk Management (ERM) and Internal Control, provides guidance to Federal managers on efforts to improve the accountability and effectiveness of Federal programs.

PART 3. OMB CIRCULAR A-123, APPENDIX C.
Requirements for Effective Measurement and Remediation of Improper Payments

4. Introduction. Congress enacted several provisions of law aimed at improving the integrity of the Government's payments and the efficiency of its programs and activities, including PL 111-204, Improper Payments Elimination and Recovery Act of 2010 (IPERA), and PL 112-248, Improper Payments Elimination and Recovery Improvement Act of 2012 (IPERIA).

5. Requirements for effective measurement and remediation of improper payments.

a. GSA is required to review all programs and activities it administers, and identify those that may be susceptible to significant erroneous payments. Annual risk assessments are required for all programs where the level of risk is unknown. Risk assessments are required every three years for GSA programs deemed low or medium risk. Programs with a significant change in legislation and/or a significant increase in funding level are required to re-assess program risk in the next annual cycle, even if it is less than three years from the last risk assessment.

b. Significant erroneous payments are defined as erroneous payments in the program:

(1) Exceeding both 1.5 percent of program outlays and $10 million of all program payments made in the Fiscal Year (FY) or;

(2) $100 million, regardless of the improper payment percentage of total program outlays.

IPERA and IPERIA require program officials to implement plans reducing significant erroneous payments. The plans must include annual estimates of erroneous payments and the activities and progress in reducing them. This information is reported to OMB and in the Agency Financial Report. The information must include:

(a) An estimate of the annual amount of erroneous payments (gross over and under payments) made in the program and the methodology used to arrive at the estimate. The Circular requires that once a program is identified as highly susceptible to erroneous payments, it must be statistically sampled to determine an error rate.

(b) A discussion of the causes of the erroneous payments identified, actions taken to correct those causes, and the results of those actions.

(c) A discussion of the amount of the erroneous payments GSA expects to recover and the collection method.

(d) A statement of whether GSA has the information systems and other infrastructure required to reduce erroneous payments to targeted levels.

(e) A description of the requested resources must be in the most recent budget submission to Congress.

(f) A description of any statutory or regulatory barriers limiting GSA corrective actions to reduce erroneous payments.

(g) Establishment of a baseline erroneous payment rate. Once the rate has been established, GSA must decrease the rate by setting a target rate lower than the estimated error rate and work to achieve the target.

c. The risk assessment consists of reviewing all GSA business lines and programs for erroneous payments and includes such factors as prior audit reports, internal control reviews, complexity of payment calculations, complexity of laws and regulations, and other risk factors.

d. GSA Order, CFO P 5450.2, CFO Delegation of Authority, Chapter 2, delegates the authority for determining the nature and extent of possible improper payments and identifies cost-effective control activities to address identified risk areas from the Office of the Chief Financial Officer (OCFO) to Heads of Services and Staff Offices. This information must be reported annually to the OCFO.

e. GSA Services and Staff Offices should report all self-identified improper payments to the Financial Shared Service Provider (FSSP) to establish a claim and recover the improper payment.

6. <u>Payment recapture audit program</u>. All programs and activities that exceed $1 million in annual outlays, including grant, benefit, loan, and contract programs require payment recapture audits, if cost-effective. Transportation payments are excluded from review in the recapture audit program since transportation payments are subject to a GSA Office of Transportation Audits internal review.

a. Complete access to all contracts, including all modifications, changes, correspondence, and other documents should be provided upon request so payments may be fully examined for potential errors during audits. Examples of audit tasks performed are:

(1) Reviewing paid invoices to ensure the correct computation;
(2) Comparing receiving documents (when available) to the amount paid;
(3) Reviewing similar invoices for duplicate payments;
(4) Reviewing invoices for improper tax payments;
(5) Reviewing invoices for improper transportation charges (excluding those items normally audited by the GSA Office of Transportation Audits); and
(6) Reviewing contract files to identify contractual payment discrepancies.

b. Claims are to be submitted to the appropriate GSA Program Official for review and concurrence. Circular A-123, Appendix C, authorizes a recovery audit contractor to make direct contact with vendors, but only for the purpose of validating claims. Once the CO approves the claims, demand letters are issued to the vendor in accordance with the Debt Collection Improvement Act and the Accounts Receivable and Debt Collection Policy Manual, CFO P 4253.1B, Chapter 4. The FSSP will initiate subsequent collection activity, such as forwarding claims to Treasury's Debt Management Service. GSA pays the recovery audit contractor a percentage of the amount actually collected or a percentage of the amount of economic benefit the contractor delivers to GSA for a claim (e.g., tax abatement claim used to negotiate early buyout of lease).

c. The following definitions are applied when reporting the results of the payment recapture audit in the Agency Financial Report:

(1) Amount identified for recovery Current Year (CY) – This figure is the amount the payment recapture audit identifies and GSA approves in the current reportable year. Approved by GSA is the date when the payment recapture contract's Contracting Officer Representative signs the claim once the Service agrees to the overpayment within the reporting fiscal year. This date is not when the payment recapture auditors submit the overpayment to the Service for review. When the overpayment was made is irrelevant.

(2) Amount recovered (CY) – This figure is the amount GSA collects in the reporting fiscal year from the amount identified for recovery in the reporting fiscal year (definition above). Amounts collected from previous fiscal years should be reported in cumulative amount columns.

(3) Amount outstanding (CY) – This figure is the difference between the amount identified for recovery and the amount collected for the current reportable year.

(4) Amount Determined Not to be Collectable (CY) – This figure is the amount FSSP determines GSA cannot collect due to disputes or required write-offs per GSA policy for those amounts identified for recovery in the reportable fiscal year.

7. <u>Distribution of recovered amounts</u>.

a. Appropriated Funds – Amounts GSA recaptures from appropriated funds is distributed to a financial management improvement program, Office of Inspector General, and Treasury. Therefore, in accordance with the circular, the amount GSA collects each FY through payment recapture audits will be distributed as follows:

(1) Payment to the recovery audit contractor for recapture audit services.

(2) Twenty-five percent to financial management improvement within the OCFO – fund 262X. This amount includes reimbursement for actual expenses incurred for administrative activities relating to payment recapture audit services.

(3) Twenty-five percent to the appropriated fund from which the overpayment was made, if the appropriation is still available for obligation at the time of collection. If the appropriation is no longer available for obligation, this amount will be deposited with Treasury as miscellaneous receipts.

(4) Five percent to the Office of Inspector General to carry out IPERA activities - fund 120X.

(5) Remainder to be deposited with Treasury as miscellaneous receipts.

b. Revolving funds – Recaptured amounts from revolving funds are not subject to the distribution outlined above and are credited back to its original purpose.

8. <u>Compliance with improper payment requirements</u>**.** The Office of Inspector General is responsible for reviewing, determining, and reporting on whether GSA is in compliance with IPERA. This report is issued to:

a. GSA Administrator;
b. Senate Homeland Security and Governmental Affairs Committee;
c. House Committee on Oversight and Governmental Reform;
d. Comptroller General; and
e. OMB Controller.

9. <u>Resolving non-compliance</u>**.** If found non-compliant, GSA is required to take appropriate action as follows:

a. Non-compliance for one FY – within 90 days of the determination of non-compliance, GSA is required to submit a plan to the Senate Homeland Security and Governmental Affairs Committee, and the House Committee on Oversight and Governmental Reform. The plan must include:

(1) Measurable milestones to accomplish in order to achieve compliance for each program or activity.

(2) Designation of a GSA senior official who shall be accountable for the progress of each program or activity.

(3) Establishment of an accountability mechanism, such as a performance agreement, with appropriate incentives and consequences tied to the success of the senior official in leading GSA efforts to achieve compliance for each program and

activity.

b. Non-compliance for two consecutive FYs for the same program or activity – the Director of OMB will review the program and determine if additional funding would help GSA become compliant. When providing additional funding for compliance efforts, GSA must:

(1) Exercise reprogramming or transfer authority to provide additional funding to meet the level determined by the Director of OMB.

(2) Submit a request to Congress for additional reprogramming or transfer authority if additional funding is needed to meet the full level of funding determined by the Director of OMB.

c. Non-compliance for three consecutive FYs for the same program or activity – within 30 days of the determination of non-compliance, GSA is required to submit the following to Congress:

(1) Reauthorization proposals for each (discretionary) program or activity that has not been in compliance for three or more consecutive FYs; or

(2) Proposed statutory changes necessary to bring the mandatory program or activity into compliance.

d. OMB may require agencies that are non-compliant with the law to complete additional requirements beyond those listed above.

CHAPTER 2. TREASURY FINANCIAL MANAGEMENT ACTIVITIES

PART 1. CERTIFYING OFFICERS

1. Introduction**.** The Certifying Officer attests to the legality, propriety, and correctness of payments, and therefore are accountable and liable for those payments if they are illegal, improper, or incorrect. These approving officials approve the payment, attest to the availability of funds, and certify invoices and other documents. Individuals located in the SSO or an automated system may determines the legality, propriety, and correctness of each transaction affecting payment; however, the Certifying Officer is responsible for final verification prior to disbursement.

2. Basic responsibilities. Individuals who approve payments of Federal funds are held strictly liable for the accuracy and legality of payments made. By law, Certifying Officers are:

a. Responsible for any errors in certified payments;

b. Responsible for existence and correctness of facts recited in the certified document for payment; and

c. Accountable for any illegal, improper, or incorrect payment resulting from any false, inaccurate or misleading certification made by them, as well as for any payment prohibited by law which does not represent a legal obligation under the appropriation or fund involved. The Certifying Officers Act (31 U.S.C. § 3528), further defines the responsibilities of Disbursing and Certifying Officers. The Act provides that Disbursing Officers shall disburse only on the basis of vouchers certified by a duly authorized Certifying Officer and shall be held responsible accordingly. The Certifying Officer is responsible for any error in certification, and will be held responsible for the existence and correctness of the facts recited in the certified document for payment. Certifying officers are accountable for and required to personally reimburse the Government for any illegal or otherwise improper payment made as a result of their certification. GSA does not require the bonding of Certifying Officers in accordance with PL 92-310.

d. Under the Certifying Officers Act (31 U.S.C. § 3528), Certifying Officers are not responsible for overpayment of transportation furnished on a Government Bill of Lading (GBL) or Transportation Requests when due to improper rates, classification, or failure to make proper deductions under equalization or other agreements. In other words, when the GBL covers a shipment or the transportation request covers a particular travel, the Certifying Officer may not be held responsible for overpayments for transportation except those involving mathematical errors, illegal payments, or errors made in paying operations.

3. Relief of accountable officer**.** Accountable officers are liable for the repayment of losses of public funds for which they are accountable. The liability arises automatically, by operation of law, at the time of the physical loss or improper payment. Under certain circumstances, accountable officers can obtain relief from their personal liability to repay losses. The term “relief” refers to an administrative decision, made by a government official authorized by law to make such a decision that absolves an accountable officer from liability for a loss.

a. Physical loss or deficiency. Relief of an accountable officer from liability for a physical loss or deficiency is authorized only if it is determined that:

(1) The loss occurred while the officer was performing official duties or that the loss resulted from an act or omission by one of the officer’s subordinates;

(2) The loss was not the result of fault or negligence on the part of the accountable officer; and

(3) The loss was not the result of an improper payment.

(4) Examination by statistical sampling of payments not in excess of $3,000 is allowed per Government Accountability Office (GAO) Policy and Procedures Manual, Title 7, Ch. 7, pg. 7.7-8.

(5) GSA has authority to compromise claims up to $100,000, See Accounts Receivable and Debt Collection Manual, CFO P 4253.1B, and relieve accountable officers responsible for accounts so compromised.

b. Determination for losses under $3,000. For losses of less than $3,000, GSA will grant or deny relief based on administrative determinations with respect to standards for relief. A central control record of such actions should be retained for subsequent review by management or audit personnel. The $3,000 limitation applies to single incidents or the total of similar incidents, which occur about the same time and involve the same accountable officer.

c. Determination for losses of $3,000 or more. When GSA believes relief is appropriate for physical losses of $3,000 or more, GSA must formally request relief from GAO. The request must include the required administrative determination made by the

GSA Administrator or delegated official that relief is appropriate. The request should be in letter format explaining the facts and stating the question. The letter must be signed by a Certifying Officer. Mail the request to:

Assistant Comptroller General
Accounting and Information Management Division
U.S. Government Accountability Office
441 G Street, NW
Washington, DC 20548

4. Automated payment systems. In automated systems, evidence that the payments are legal and accurate must relate to the system rather than to individual transactions (Principles of Appropriation Law, Vol. II, Chapter 9, D.1.b). If the Certifying Officer relies on an automated payment system to produce legal and accurate payments, the legal liability remains; however, certain criteria must be met to provide relief. Specifically, the Comptroller General indicates that Certifying Officers should be provided with information showing the system relied upon is functioning properly. System reviews should be made at least annually to determine the automated system is operating effectively and can be relied upon to make accurate and legal payments. Therefore, the criteria set forth by the Comptroller General should be used for proper guidance if Certifying Officials are requesting relief under automated payment systems. Certifying Officers may rely upon a Statement on Standards for Attestation Engagements Number 18 Audit Report. GSA Services must annually certify their business feeder systems are functioning properly and can be relied upon to make accurate and legal payments.

The Certifying Officers Act provides the Certifying Officer the right to request an advance decision from the GAO Comptroller General. The advance decision provides Certifying Officers with a means of protection against the certification of vouchers for payment that may prove to be illegal. Certifying Officers have the right to apply for and obtain a decision by the Comptroller General on any question of law involved in a payment on any voucher presented to them for certification. The Comptroller General will also provide opinions as to the validity of an obligation. In lieu of requesting an advance decision from the GAO, the Certifying Officer may rely on the advice of the GSA Office of General Counsel. The GAO has held that Certifying Officers who rely on advice from their Agency attorneys will be shielded from personal liability.

5. Pecuniary liability**.** The liability of the Certifying Officer or employee must be enforced in the same manner and to the same extent as provided by law with respect to enforcement of the liability of disbursing and other accountable officers. Unlike a Disbursing Officer or a collector of public monies who is accountable for public monies

received by him or her (31 U.S.C. § 3522), a Certifying Officer has no public funds in his or her possession and accordingly, is accountable for and required to make good to the United States only the amount of any illegal, improper or incorrect payment resulting from any false, inaccurate or misleading certification made by him or her, as well as any payment prohibited by law or which did not represent a legal obligation under the appropriation or fund involved. Until an improper payment, based upon an inaccurate certification, is made there is no pecuniary liability. Although a Certifying Officer is not pecuniary liable for the amount of a time discount lost for failure to certify a voucher within a time discount period, the certification of a voucher in the full amount when the Government is entitled to take the discount, constitutes a false, inaccurate, or misleading certification under 31 U.S. C. § 3528 and the Certifying Officer is liable for the amount of the discount lost. GSA Certifying Officers who perform administrative functions relating to final processing of expenditure vouchers under inter-agency service and support agreements will not be regarded as Certifying Officers for the purpose of 31 U.S.C. § 3528 liability, to the extent the serviced commission retains certification responsibility with respect to basic vouchers (55 Comptroller General, 388, 1975).

6. Designation procedures**.**

a. Certifying Officers are designated by the CFO or their designee. Treasury provides procedures for notifying the Disbursing Center of delegations of authority. The notification may be made on the Treasury Bureau of Fiscal Service (TFS) Form 2958, Delegation of Authority, or on GSA letterhead. The CFO has delegated the authority to designate Certifying Officers to the Deputy CFO and to notify Treasury, see Delegation of Authority Manual, CFO P 5450.1.

b. The Treasury Financial Manual, Volume I, Part 4A, Chapter 3000 requires the GSA designating official to submit TFS Form 210CO, Designation for Certifying Officer, to Fiscal Service to designate a Certifying Officer.

c. Designation and renewals are coordinated through the Office of Financial Management. Renewal/termination procedure designations for Certifying Officers are valid for a period of two years from the effective date, unless revoked earlier. Prior to the expiration date, TFS will notify the designating official of the pending expiration. Renewal may be accomplished via the TFS Form 210CO with the Re-designation block checked. Revocations will be accomplished via the TFS Form 210CO by checking the Section 1 Revocation block.

PART 2. CASH MANAGEMENT

7. General. This section contains policies for correct and timely payment processing. By maximizing available cash balances, Treasury avoids unnecessary borrowing.

8. Cash management. Cash management is designed to get the greatest value from the time value of money collected, disbursed, or held. Effective cash management practices are established to accelerate receipts, control disbursements, reduce idle funds, and return surplus cash to Treasury. Disbursements represent the largest area of cash management to GSA.

9. Cash management activities.

a. OCFO is responsible for ensuring cash flowing into and out of Treasury accounts are managed efficiently, effectively, and securely. OCFO researches and develops new and innovative cash management tools for the disbursement and collection of Federal funds, oversees the banking service's Fiscal Service established for Federal agencies, and determines Federal cash management policy. OMB Circular A-11 Section 150.3 and Circular A-123, along with the Budget Administration Manual, (CFO P 4251.4A), and the GSA System for the Administrative Control of Funds (ADM 4200.2B), requires continuous management and control of cash. ADM 4200.2B provides reporting requirements and procedures for dealing with violations of the ADA and agency imposed limitations.

b. A Treasury Account Symbol (TAS) externally tracks and reports cash balances. Notification of any concerns related to the fund's ability to sustain cash for a complete cycle or anomalies that could possibly jeopardize the cash balance are to be immediately communicated to the Office of Financial Management. All communications can be initiated orally but should be confirmed in writing at the earliest opportunity. The communications will result in a coordinated and comprehensive action plan to correct any deficiencies, if required.

c. GSA currently reports cash to Treasury by TAS on a monthly basis and is subject to funds control and the ADA. Fund management may be performed within SSO at a lower level than Treasury reporting requirements and these reporting requirements are not a limit for administrative control of funds. There is no requirement to adjust amounts between funds within the same TAS at month-end. Worksheet adjustments are used when there are valid differences with the trial balance and the amounts reported to Treasury.

d. Payments will be held when a Certifying Officer believes release of any amounts would result in a cash deficit position. In this case, the Office of Financial Management will develop an action plan to mitigate any problem in consultation with the SSO.

When holding payments become necessary, these general guidelines are to be followed: Payroll and any small business enterprise payments are given the highest priority for disbursement. The vendor or affected party must be notified of the situation and reassured the obligation will be paid along with any applicable interest. The ultimate responsibility rests with the Certifying Officer to ensure the cash balance for any TAS is not in a negative (credit) position. The Certifying Officer is responsible for approving payments of Federal funds and is held personally liable for the accuracy and legality of payments.

10. Disbursements**.** The principal objectives of control over disbursements are to ensure they are legal, proper, recorded accurately, and reported timely. Expenditures of funds must be made for the purposes Congress intended when it passed the authorizing act and must be used for procuring those goods and services needed to achieve the mission or goals. Every effort must be made to ensure timely payment of proper invoices and the taking of economically advantageous discounts.

PART 3. SUSPENSE ACCOUNTS

11. GSA Suspense “F” accounts. A Suspense account is a temporary account to place a transaction when trying to categorize that transaction and properly record it. Treasury bulletin 2016-04 allows GSA to use suspense accounts at GSA’s discretion as long as GSA follows Central Accounting Reporting System (CARS) transaction reporting. Under the provision of the Treasury bulletin, the CFO must annually certify balances in GSA suspense accounts are no more than 60 business days old, exceptions must be clearly explained. SSO must ensure balances in these accounts do not exceed 60 days, except for Fund 202X, and 204X. The following five suspense accounts are authorized for the specific activities described below:

a. TAS F3845 – Fund 204X (Proceeds of Sale, Personal Property) - This account should be used to hold proceeds from the sale of personal property. These receipts should only be held in 204X account temporarily until proper distribution of funds can be determined.

b. TAS F3840 – Fund 201X (Proceeds of Sale, Real Property) - This account should be used to hold proceeds from the sale of real property. All real property receipts should be moved to the 201X account once it is evident that they will be retained by the Federal Government. Receipts may only be held in the 201X account temporarily until proper distribution of funds can be determined. In order to ensure funds are only held in the 201X account temporarily:

(1) PBS must consider the temporary nature of this account in all of its Memorandums of Understanding (MOU) with customer agencies (including real property relocation MOUs). PBS must plan the flow of funds through these accounts; ensure the MOU includes the customer’s line of accounting, and confirm a process is in place to prevent GSA from holding funds in suspense for extended periods (generally “extended periods” means longer than six months).

(2) PBS must work with the Office of Financial Management at the early stages of writing real property relocation MOUs or special legislation to ensure the Office of Financial Management has the accounts and authority needed to accomplish the agreement in compliance with CFO policy and Treasury regulations regarding the use of suspense accounts. The Real Property Subsidiary is available online to view.

c. TAS F3842 – Fund 202X (Broker Rebates) - This account should be used to hold rebates GSA earns from real estate brokers. These receipts should be held in the 202x account temporarily until proper distribution of funds can be determined. FSSP will prepare a monthly status report of all broker rebate activity. On a quarterly basis, the Office of Budget, PBS Budget Division must confirm in writing to the Office of Financial Management any obligation that has had no activity in six months and is still valid.

d. TAS F3875 – Fund 206X (Budget Clearing Account – Non-Federal Sources) - Last Minute Collections – GSA may use the 206X account to record receipts from non-Federal sources only when complete fund information is not available at the time of collection. These unidentified collections may not be held in the 206X account for more than 60 days.

e. TAS F3885 – Fund 208X (Budget Clearing Account – Federal Sources) - Last Minute Collections – GSA may use the 208X account to record receipts from Federal sources only when complete fund information is not available at the time of collection. These unidentified collections may not be held in the 208X account for more than 60 days.

f. Last Minute Intra-governmental Payment and Collection (IPAC) Payments – If an agency pulls funds from GSA through IPAC, and the fund in which the payment belongs cannot be identified, FSSP may record the transaction in the 208X account. Unless prevented by Treasury month-end cut-offs, all IPAC payments must be moved out of the

208X account before month-end by identifying the correct account or rejecting the IPAC.

PART 4. NON-TREASURY GENERAL ACCOUNT

12. Non-Treasury General Account (TGA).

a. Non-TGA accounts constitute cash held outside of the Treasury that is under the custodial responsibility of Federal Government agencies and/or their employees, officers, or agents. Pursuant to 31 U.S.C. §3302, an agency must have specific legislative authority to hold funds in a non-TGA.

b. There are no legislative or statutory authorities granting GSA permission to establish any non-TGA accounts. Examples of non-TGA accounts include escrow accounts holding Government money, or retained conference registration fees.

CHAPTER 3. GENERAL PAYMENT INFORMATION

PART 1. PROMPT PAY

1. General.

a. The Prompt Payment Final Rule {5 Code of Federal Regulations (CFR) Part 1315} requires executive departments and agencies to pay commercial obligations within certain time periods and to pay interest penalties when payments are late. The rule provides guidance to Federal agencies on when to make payments for the governmentwide commercial purchase card. The rule instructs GSA to determine charge card payment dates based on an analysis of the total costs and total benefits to the Federal Government as a whole. When calculating cost and benefit, GSA is expected to include the cost to the Government of paying early. The calculation includes the interest the Government would have earned, at the Current Value of Funds rate, for each day of non-payment. GSA earns a productivity refund and a sales refund from charge card payments. The productivity refund is based on GSA timeliness of payment and delinquency rate. The refund is calculated based upon a file turn, which is the sum of daily balances divided by the sum of daily sales. The lower the file turn, the higher the refunds GSA earns. The productivity refund reduces the costs to the contractor of maintaining the account, allowing a portion of the savings to return to GSA. The sales refund is the contractual minimum in basis points that the contractor bank pays to GSA based on Net Charge Volume for the period. Net Charge Volume includes purchases, cash advances and credits. FSSP oversees the refund management process. The refunds are distributed to GSA program offices based upon their charge card spending levels. Refer to OAS 4200.1B, Management and Use of the GSA SmartPay® Purchase Card, for guidance on proper use of GSA purchase cards.

b. The Renegotiation Board Rate, established for interest payments under the Contract Disputes Act of 1978, is used to calculate interest on overdue Federal Government payments under the Prompt Payment Act, as amended. Interest is computed from the day after the due date through the date payment is made at the rate in effect on the day payment becomes overdue (see Treasury website https://www.fiscal.treasury.gov/ for prompt payment interest rate). Interest remaining unpaid for any 30-day period will be added to the principal, and interest thereafter will accrue monthly on the total of principal and previously accrued interest. This rate is also used to calculate interest when a contract dispute is settled in favor of, or against, the Federal Government.

c. The Renegotiation Board Rate is based on private commercial rates of interest for new loans maturing in approximately five years. The rate is determined every six months, applicable for the periods beginning January 1 and July 1, and published in the Federal Register about the first of January and July each year. The FSSP is responsible for entering new interest rates in the financial accounting system of record.

2. Proper invoice. The Prompt Payment rule reflects the requirements of the DCIA, which requires most Federal payments, with the exception of tax refunds, be paid via electronic funds transfer (EFT). Interest penalties do not apply if the vendor has failed to submit this information.

a. The proper invoice should include name and address of the contractor, invoice date and number, contract and financial accounting system document number, description, shipping and payment terms, contact information, taxpayer identification number (TIN) excluding social security number, price, and quantity of goods, property and/or services actually delivered (including order number and line item number).

b. If invoices are not proper, GSA will return, or instruct the FSSP to return, the invoice to the vendor within seven days of receipt. In general, the due date for making an invoice payment is the 30th day after the designated billing office receives a proper invoice from the contractor or the 30th day after the Government's acceptance of supplies or services, whichever is later. Refer to the Federal Acquisition Regulation (FAR) Subpart 32.904 to determine the proper due dates.

c. The GSA and the FSSP are responsible for protecting vendor sensitive information including personally identifiable information and taking appropriate actions to enhance and ensure vendor data integrity. Under no circumstances should vendors provide social security number or banking information on invoices to GSA. Other methods ensuring the protection of personally identifiable information will be used to collect required payment information.

3. Calculation of late payment interest penalties (5 CFR Part 1315.10**).** Prompt payment interest is calculated from the day after payment is due until the day payment is made. The interest rate in effect on the day after the payment due date is used to calculate the interest penalty. The payment calculator may be found at https://www.fiscal.treasury.gov/fsservices/gov/pmt/promptPayment/calculator_interest.htm

4. Payment documentation and process. All invoice payments; with the exception of utilities, global supply, and interim payments on cost-reimbursement contracts for

services (per GAO Decisions 68 Comptroller General 618, and 60 Comptroller General 602); must be supported with a receiving report or other government documentation authorizing payment (Government certified voucher). The receiving official should provide a copy of the receiving report or other government documentation to the designated payment office by the fifth working day after the Government's acceptance or approval, unless other arrangements have been made. The period of time does not extend the due dates prescribed in this section. Acceptance should be completed as expeditiously as possible.

5. Acceptance**.** Acceptance constitutes acknowledgement the supplies or services are in conformity with applicable contract quality and quantity requirements, except as provided in this subpart and subject to other terms and conditions of the contract. Acceptance may take place before delivery, at the time of delivery, or after delivery depending on the provisions of the terms and conditions of the contract. Supplies or services shall not ordinarily be accepted before completion of the Government's contract quality assurance actions. Acceptance shall ordinarily be evidenced by execution of an acceptance certification on an inspection, receiving report, or commercial shipping document/packing list.

6. Material inspection and receiving reports**.** SSO shall prescribe procedures and instructions for the use, preparation, and distribution of material inspection, receiving reports, and commercial shipping document or packing lists to evidence Government inspection and acceptance.

PART 2. DEBT COLLECTION IMPROVEMENT ACT EFT REQUIREMENTS

7. General. The use of EFT saves money, reduces paperwork, and improves cash management. EFT payments represent considerable cost-savings to GSA.

8. Requirements. Government regulations and initiatives have been implemented requiring GSA to make EFT payments. The regulations and initiatives include:

a. DCIA requires most Government payments be made by EFT. The CO must routinely include the required EFT payment clause in all non-FAR based contracts, unless a waiver is appropriate and approved under the conditions outlined in 31 CFR 208.4. Including EFT provisions in contracts ensures GSA is in full compliance with applicable Federal laws and regulations and also serves to assist GSA in meeting its performance goals.

b. System for Award Management (SAM) - FAR-based contractors must be registered in the SAM in order to receive EFT payments.

PART 3. PAYMENT TYPES AND OTHER INFORMATION

9. Direct Payments.

a. Direct Pay refers to a simplified Pegasys invoice payment process where only an invoice record is required for payment rather than the three-way match process.

(1) Direct Pay refers to the simplified Pegasys invoice payment processes associated with micro-purchases (as defined in the GSA Acquisition Manual (GSAM)) where credit card payments are not applicable. This payment process follows acquisition procedures also referred to as Certified Invoice Procedures, found in GSAM Section 513.370. Specific Pegasys procedures for Direct Pay processes can be found in the Pegasys Finance Users Guide, sections 3, 6, 8, 10, and 12.

(2) In cases where a charge card is not used, the procuring official must inform the vendor of the requirements for proper invoice and payment terms. After receipt of a valid invoice, the CO will upload the invoice in the financial accounting system of record and route the invoice to the appropriate approving official. Once approved, the invoice will be scheduled for disbursement.

b. The Direct Pay Model requires different approvals depending on dollar thresholds, and originating office as follows. All Direct Pay documents/forms must be approved by staff with the following three approval type roles: Accounting Classification, Funds Authorization, and Direct Pay Approver.

(1) Direct Pay requests created by GSA Services and Staff Offices that are micro-purchases require no further approvals beyond those listed in paragraph a. above.

(2) Direct Pay requests created by GSA Services and Staff Offices, that are greater than the micro-purchase threshold require the additional approval of a FSSP Finance Direct Pay Approver.

(3) Direct Pay requests created by FSSP staff that are less than the simplified acquisition threshold require the approval of a FSSP Finance Direct Pay Approver in addition to those listed in paragraph c. above; documentation of approvals listed in paragraph c. may be evidenced in Pegasys, electronically, or via hard copy forms.

(4) Direct Pay requests created by GSA Services and Staff Offices or the FSSP that are at or above the simplified acquisition threshold require the approval of a FSSP Finance Direct Pay Approver Senior, in addition to those listed in paragraph (3) above.

d. Direct Pay is also used related to miscellaneous one-time payments such as legal claims, travel relocations, land acquisitions, and other payment requests submitted on Standard Form 1034, Public Voucher for Purchases and Services Other Than Personal, TFS form 197, etc. The FSSP will provide the final Direct Pay approval for all of these payment requests over the micro-purchase threshold in accordance with approval and documentation requirements stated in paragraph c.

10. Purchase Cards. Appendix B of OMB Circular A-123 prescribes policies and procedures to agencies regarding how to maintain internal controls that reduce the risk of fraud, waste, and error in government charge card programs. Title 48 CFR/Federal Acquisition Regulations (FAR), 32.11—Electronic Funds Transfer (EFT) describes how the purchase card is an EFT method and it may be used as a means to meet the requirement to pay by EFT. OAS 4200.1B, Management and Use of the GSA SmartPay® Purchase Card, provides guidance on proper use of GSA purchase cards. This manual prescribes GSA's payables policy for purchase card use within GSA.

a. Purchase cards are authorized for use in making and/or paying for purchases of supplies, training, certain services, or construction under simplified acquisition procedures in FAR 13.301.

(1) All micro-purchases, as defined in FAR 2.101, must be placed on the purchase card unless the merchant does not accept the purchase card. In instances where the merchant does not accept the purchase card, the cardholder must use the Direct Pay method in Pegasys or consider another merchant. The single purchase limit (transaction limit) for micro-purchase cardholders cannot exceed the micro-purchase threshold.

(2) All purchases above the micro-purchase threshold, but under the simplified acquisition threshold, are encouraged to use the purchase card. Additional administrative steps involving the correct processing of the payment within the financial system of record are also required to ensure duplicate obligations and/or payments do not occur. GSA Order 4200.1B, states the procedures for GSA purchase cardholders. Cardholders with contracting authority for purchases over the micro-purchase threshold and within the simplified acquisition threshold may use the purchase card to:

(a) Place a task or delivery order (if authorized in the basic contract, basic ordering agreement, or blanket purchase agreement); or

(b) Make payments on contracts when the contractor agrees to accept payment by the card and the contractor's System for Award Management debt flag indicator is not present. When used for contract payments, the cardholder's single transaction and 30-day limits continue to apply and the contract should include FAR clause 52.232-36, Payment by Third Party. See FAR 13.301 for additional information.

(3) The cardholder must possess a warrant with sufficient dollar threshold to make any payment for purchases over the micro-purchase limit. To obtain a warrant, the cardholder must complete the required acquisition training and be appointed by the Head of the Contracting Authority (HCA) per General Services Administration Acquisition Manual (GSAM) 532.4.

(4) A warranted CO with a single purchase limit of up to the simplified acquisition threshold (see FAR 2.101) is not required to obtain another cardholder warrant because the contracting warrant takes its place.

b. Purchase cards may be used to pay for purchases over the simplified acquisition threshold if the contracting officer fully adheres to the procedures in FAR 2.11. Additional administrative steps involving the correct processing of payments within the financial system of record are also required to ensure duplicate obligations and/or payments do not occur.

11. <u>Advance payments</u>.

a. OMB Circular A-11, Part 4, Instructions on Budget Execution, defines advance payments as money prepaid pursuant to a statutory authorization in contemplation of the later receipt of goods, services, or other assets. Generally, advance payments are prohibited by 31 U.S.C. § 3324.

b. Prohibiting advance payments prevents loss to the Government from contractors who receive payment, fail to perform according to contract terms, and refuse or fail to refund the money advanced. Advance payments are allowed in the following situations:

(1) Advance payments to state or local governments when they furnish non-commercial services that are reasonably available only from them. When a state or local government provides services that are readily available in the commercial market, advance payments are prohibited;

(2) In 41 U.S.C. § 255, as implemented by the FAR and GSAM 532.4, GSA is granted the authority to make advance payment on public contracts under the following conditions:

(a) The CO submits a finding and determination for the HCA's approval. The Associate Administrator for Acquisition Policy serves as the HCA for Central Office contracting activities outside of the Services. The finding and determination must be prepared in cooperation with legal counsel and the OCFO.

(b) An interest rate is established by the Secretary of the Treasury under 50 U.S.C. 1215(b)(2) to be charged on the un-liquidated balance of any advance payment.

(c) The advance does not exceed the unpaid contract price.

(d) There is adequate security. The security may be in the form of a Government lien on the property contracted, the balance of the account with the deposited payments, or any property acquired for performance of the contract, as long as both parties agree. The Government lien takes precedence over any other form of security.

(e) There is a contract clause (FAR 52.232-12) providing for advance payments.

(3) GSA makes advance payments for publications printed or recorded for GSA use. An invoice is required before payment can be made.

(4) Advance payments for renting U.S. Postal Service post office boxes.

(5) Advance payments for training from non-governmental sources (5 U.S.C. § 4109).

(6) Other advance payments authorized by law such as:

(a) Rent;
(b) Tuition;
(c) Insurance premiums;
(d) Expenses of investigations in foreign countries;
(e) Extension or connection of public utilities for Government buildings or installations;
(f) Subscriptions to publications;

(g) Purchases of supplies or services in foreign countries, if:
(i) Purchase price does not exceed $10,000 (or equivalent amount of the applicable foreign country); and
(ii) The foreign country's laws or government regulations require advance payment.

12. Accelerated payments.

a. Under the provisions of FAR 32.903 and 5 CFR § 1315.5, accelerated payments made earlier than seven days prior to the due date are allowed as long as proper documents such as a contract, invoice, and receipt/acceptance documents are matched before payment is authorized, except where statutory authority prescribes and where stipulated in the contract (e.g., governmentwide commercial purchase card) or in General Supplies and Services where receiving reports are not required. Accelerated payments are permitted for the following situations:

(1) Single invoices under $2,500;
(2) Small business;
(3) Subcontractors;
(4) Emergency payments; and
(5) Interim payments under cost reimbursable contracts for non-commercial services.

b. Executive Order M-11-32 states, to the extent practicable, Federal agencies shall establish a goal of paying small business contractors within 15 days of receiving proper documentation, including an invoice for the amount due, and the Federal Government confirms goods or services have been received and accepted.

c. Executive Order M-12-16 states, to the extent practicable, Federal agencies shall take steps to ensure small business contractors are able to pay small business subcontractors in a prompt fashion. In order to provide prompt payments to small business subcontractors, Federal agencies shall establish a goal of paying small business contractors within 15 days of receiving proper documentation.

d. In compliance with Transportation Payment and Audit, 41 CFR 102-118 and The Transportation Act of 1940, as amended (31 U.S.C. § 3726), the Transportation Audit Payment System has been authorized to begin paying transportation invoices upon presentation. The GSA Prepayment Auditor will review and process Transportation Audit Payment System invoices within five days of receipt.

13. Fast payment**.** Fast payment procedures allow payment to a vendor prior to the Government's verification of received and accepted supplies. Per GSAM 513.4, GSA contracting activities are not authorized to use fast payment procedures; however, GSA has two approved GAO exceptions.

a. GAO decision (68 Comptroller General 618) allows GSA to make utility payments prior to evidence of receipt and acceptance of services. GSA conducts monthly statistical samplings of paid utility invoices to monitor the effectiveness of its utility payment process.

b. GAO decision (60 Comptroller General 602) allows GSA to pay direct delivery invoices prior to receiving notification of receipt of goods from the ordering agency.

14. Utility payments.

a. Regulated Service - A regulated service is a service between GSA and the utility provider and is subject to tariff law. Utility service means a service such as furnishing electricity, natural or manufactured gas, water, sewage, thermal energy, chilled water, steam, hot water, or high temperature hot water. Tariff law is a public document detailing utility service rates, late fees, and other conditions. All regulated utility companies file the Tariff law document with a state regulatory body.

(1) Tariff regulated service providers submit invoices in accordance with tariff provisions and not in accordance with the FAR. Bills are to be paid by the due date as presented and any disputes and/or adjustments may be resolved after payment is made for all valid utility vendor accounts that match a valid GSA contract. See FAR 41.201 for policy information governing the acquisition of utility services and its relationship to tariff law, and FAR 41.202 for procedures contracting officers must follow with respect to the acquisition of utility services via a contract.

(2) GSA will provide the required documents to FSSP.

(a) A completed GSA Order for Supplies or Services Form (GSA Form 300), Standard Form 1449 Solicitation/Contract/Order for Commercial Items, or another applicable contract form, and contract pricing sheet. Note: A new form must be submitted at the beginning of the obligation term for a period not to exceed 10 years.

(b) A copy of the regulated utility's applicable rate schedule if the task order's line items do not fully detail each pricing element used for invoice calculations.

(c) All Standard Form 30, Amendment of Solicitation/Modification of Contract will be forwarded immediately.

b. Non-regulated service – GSA competitively negotiates non-regulated energy supply contracts with a utility broker or supplier to cover Federal agencies energy supply needs. These types of contracts are paid on contract terms and are fully subject to the FAR.

(1) Bills are to be paid by the due date as presented and any disputes and/or adjustments may be resolved after payment is made for all valid utility vendor accounts that match a valid GSA contract. See FAR 41.201 for policy information governing the acquisition of utility services and its relationship to tariff law, and FAR 41.202 for procedures contracting officers must follow with respect to the acquisition of utility services via a contract.

(2) GSA will provide the required contract award documents to FSSP:

(a) Standard Form 1449 Solicitation/Contract/Order for Commercial Items, and contract pricing sheet; or

(b) GSA Form 300 covering the supply contract term, including a Data Universal Numbering System (DUNS) number for SAM compliance.

c. Generally, evidence of receipt of goods and services is required before payment is made on an invoice; however, a GAO decision (68 Comp. Gen. 618, Decision B-227682.2) allows GSA to make utility payments prior to evidence of receipt and acceptance of services in accordance with the fast pay procedures and statistical sampling techniques prescribed in the GSA modified proposal to GAO, dated 1989. As a condition of fast pay procedures, GSA conducts the required monthly statistical samplings of paid utility invoices to monitor the effectiveness of its payment process. Contracting action is required to adjust contract amounts when significant variations in usage exist.

d. GSA audits all invoices that fall outside a 15 percent tolerance of the last payment amount. GSA also performs a monthly random sample audit of three percent of the remaining paid invoices. GSA will monitor the effectiveness of the sample size to determine if adjustments are required. FSSP will generate the Out of Tolerance and Random Sample Reports and track the responses. GSA (Office of Regional Financial Management [BR]) will be responsible for following up with PBS and assisting with research and responses to each sample on a monthly basis.

e. GSA has established internal controls to effectively monitor errors detected within the post certification sampling process to ensure undetected billing errors are minimized. The primary control is to audit all bills paid in the past 12 months for an account whose sampled bill is proven erroneous. Additionally, the vendor number of the utility company, along with the amount and type of error, will be kept on file for five years for an annual review to ensure no pattern of abuse is being established. If a vendor has established a pattern of abuse, all payments to that vendor will receive verification and where appropriate, the vendor will be referred for suspension or debarment.

15. Manual payments.

a. FSSP will make manual payments with GSA written authority or authorization. GSA may provide a blanket approval authority to FSSP within established criteria and thresholds. The authorization should be kept on file and provides the FSSP with the authority to process manual payments for such purposes as avoiding large interest payments or accommodating service requests to expedite payment in meeting a scheduled court date, etc. Manual payments are made primarily to expedite payments to vendors. Factors considered in the payment process include the dollar threshold, sensitivity of invoice, nature of payment, interest, etc.

b. All manual payment requests must be accompanied by an appropriate GSA office justification and approval. The FSSP will process all properly requested manual payments. The Certifying Officer also reviews and approves manual payments.

c. There are four types of manual payments:

(1) Foreign. Because the financial accounting system of record cannot accommodate payments to foreign banks, foreign payments are processed manually. These payments can be processed in foreign currency or U.S. Dollars. Payments are deposited into the vendor’s bank in as early as two days.

(2) Domestic. Expedited payments to U.S. banks. Payments are deposited in the vendor’s bank the following day.

(3) FedWire transfer. FedWire transfers must be over $100,000 and should only be used for required, same day payments. Transfer occurs the same day.

(4) Special Handling Paper Check. Paper checks are delivered by the Treasury overnight to designated recipients.

16. Taxes.

a. The problems of administering the tax aspects of a contract vary widely. Refer to the contract terms, tax laws, and regulations to resolve tax questions. When tax questions arise, request the assistance of legal counsel.

b. Federal excise taxes.

(1) Federal excise taxes are levied on the sales or use of particular supplies or services as required by subtitle D of the Internal Revenue Code, 26 U.S.C. § 4041 and 26 CFR 40 through 299. The most common excise taxes are:

(a) Manufacturer's excise tax - imposed on certain motor vehicle articles such as tires and inner tubes, gasoline, lubricating oils, coal, fishing equipment, firearms, shells and cartridges sold by manufacturers, producers or importers; and

(b) Special-fuel excise tax - imposed at the retail level on diesel fuel and special motor fuels.

(2) The law may exempt the Federal Government from paying excise taxes. GSA must take maximum advantage of all available exemptions. Exemptions include:

(a) Supplies for the exclusive use of any state or political subdivision, including the District of Columbia;
(b) Shipment of supplies to U.S. possessions, Puerto Rico, or for export within six months after title passes to the Government;
(c) Supplies used for further manufacture or resale for further manufacture;
(d) Fuel or supplies for use on any vessel of war;
(e) Nonprofit organizations; and
(f) Emergency vehicles.

c. State and local taxes.

(1) Generally, the Federal Government is exempt from state and local taxation. When economically feasible, the Government must take maximum advantage of all exemptions from state and local taxes. Obtain a legal opinion when there is doubt concerning tax exemption. Some examples of the application of state and local taxes to the Federal Government are:

(a) The Federal Government is exempt from state and local property and use taxes when the legal incidence of the tax is on the buyer, and the buyer is the United States, or when state and local law exempts sales to the United States from taxation;

(b) Personal and real property are exempt from state and local property taxes when title is vested in the Federal Government and the property is both owned and possessed by the Federal Government;

(c) Personal local improvement assessments against Federal land, such as paving and repairing streets and sidewalks or installing sewers, is constitutionally prohibited;

(d) The Federal Government is obligated to pay state and local taxes if a contract for purchasing goods or services includes the taxes in the offered price; however, the Government is not required to pay any taxes imposed after the contract is signed; and

(e) The Federal Government may pay a state or local tax by way of reimbursement to a Federal employee who incurred the tax while performing official duties.

(2) At times, the Federal Government may be required to produce evidence of exemption from state or local taxes. Evidence of exemption includes, but is not limited to the following:

(a) A copy of the contract or the relevant portion.

(b) Copies of purchase orders, shipping documents, purchase card imprinted sales slips, paid invoices or similar documents that identify the buyer as an agency of the Federal Government.

(c) A state or local form indicating supplies or services are for the exclusive use of the Federal Government or any other document required for establishing an exemption.

(d) Shipping documents indicating shipments are in interstate or foreign commerce.

(e) Standard Form 1094, United States Tax Exemption Form, is used when the documents normally used in transacting a purchase (a-d above) are not readily available. The form is not used for:

1. Purchases subject only to Federal taxes;

2. Purchases for operating or maintaining personal motor vehicles for which mileage is authorized;

3. Purchases for subsistence if per diem is authorized;

4. Purchases by employees on official travel that are for official use but are not paid for when purchased; and

5. Purchases on which taxes are $50 or less.

(f) If GSA erroneously pays state or local taxes of more than $50, the taxing authority must be billed for a refund of the taxes. The tax refund must be credited to the appropriation or fund paid from or, if not readily identified, to the miscellaneous receipt account.

d. Refer to the GSA Office of General Counsel for questions regarding tax status.

17. Freight charges. Commercial carrier is the Government's preferred method of transporting supplies. Government-owned, leased, or chartered vehicles, aircraft or vessels may be used if they are available, economical, and follow all applicable statutes, policies and regulations. The Government uses the following common terms when commercial carriers transport supplies:

a. Freight on Board (F.O.B.) Origin means title to the goods passes upon delivery of the shipment to the carrier at point of origin or when the freight is loaded on the carrier stipulated on the appropriate buyer's routing guide. The buyer has total responsibility over the goods while in transit. The buyer takes ownership (title and control) of the goods at the point of origin (when the carrier signs for goods) and is responsible for the transportation of the goods from this point. Generally, in F.O.B Origin:

(1) Inspection and acceptance are provided at the point of origin.

(2) Acceptance means the Government agrees to ownership. Payment must be made upon the contractor's submission of proper invoices and proof of shipment, regardless of whether the supplies have reached their destination. If no proof of shipment is submitted, then a receiving report must be obtained and those dates used.

(3) The purchase order/contract must be reviewed to determine if F.O.B. Origin is authorized.

(4) The transportation charges are normally paid on the GBL. If a GBL is not used, use a Commercial Bill of Lading or other transportation receipt.

(5) F.O.B. Origin prepaid means the same as F.O.B. Origin, except the contractor prepays the cost of transportation to the destination specified in the contract. To be repaid for transportation, the contractor must submit a Commercial Bill of Lading or other transportation receipt.

b. F.O.B. Destination means free of charge delivered on board the carrier's conveyance, to a specified delivery point where the consignee's facility is located, and the supplies are then delivered to the Government wharf, warehouse, unloading platform, or receiving dock. The Government is not liable for any delivery, storage, demurrage, accessories, or other charges before the delivery of the supplies to the specified destination, unless the Government causes a change in the contract. Generally, in F.O.B. Destination:

(1) If a rail carrier is used, the supplies must be delivered to the specified loading platform of the Government.

(2) If a motor carrier is used, the supplies must be delivered to the truck tailgate at the specified unloading platform of the Government.

(3) The purchase order/contract must be reviewed to see if it authorizes F.O.B. Destination.

(a) The vendor usually includes the cost of freight in the merchandise price.

(b) If the vendor submits an invoice that shows a separate charge for freight, the charge is deducted.

c. Freight charges invoiced by vendors in excess of $100 usually require supporting shipping documents unless:

(1) The charges relate to a direct pay invoice in which the contracting official and the approving official have authorized payment.

(2) The charges relate to a small purchase procurement in which the transportation costs are estimated as a line item in the order. The invoiced transportation charge cannot exceed the estimated cost.

(3) The task order, delivery order, or contract requires the contractor to maintain records regarding transportation charges and to furnish evidence of payment when requested by the Government.

18. Administrative differences. At times, GSA must pay less than the amount invoiced because goods are damaged in shipment, the total shipment is not received, services are not rendered, or the amount billed is different from the purchase order/contract.

19. Expired and closed appropriation balances**.**

a. Appropriation accounts available for definite periods. 31 U.S.C. § 1551-1557, stipulates on September 30 of the fifth fiscal year after the period of availability for obligations of a fixed appropriation account ends, the account is closed and any remaining balance (whether obligated or unobligated) in the account is cancelled and no longer available for obligation or expenditure for any purpose.

(1) After the period of availability for obligation of a fixed appropriation and before the closing of the account, the account must retain its fiscal year identity and remain available for recording, adjusting, and liquidating obligations.

(2) After closing an account, obligations and adjustments to obligations may be charged to any current appropriation account of GSA available for the same purpose, not to exceed one percent of the current appropriation.

b. Appropriation accounts available for indefinite periods. An appropriation available for an indefinite time period does not require closing; however, it may be closed if:

(1) The GSA Administrator has concern(s) about the appropriation or the President of the United States determines the appropriation has carried out its purpose; and

(2) Two consecutive fiscal years with no disbursement against the appropriation.

c. When closed, any remaining balances (whether obligated or unobligated) should be canceled and thereafter not be available for obligation or expenditure for any purpose.

20. Inter-agency and intra-agency transactions**.**

a. GSA may place an order for goods or services within GSA or with another agency when the following conditions are met:

(1) Money is available for obligation;

(2) The agency providing the goods or services can fulfill the order; and

(3) The goods or services cannot be provided as conveniently or cheaply by a commercial business.

b. Payments for goods or services between agencies are settled through the IPAC, a system where Treasury transfers funds from one agency to another. Undisputed bills should be promptly paid (7 GAO 6.3). Promptly paid is defined as paid within 45 days of receipt.

c. The preferred method of payment for business transactions between GSA organizations is through an interfund transfer. An interfund transfer permits the simultaneous recording of expenditure for the buyer and a collection for the seller.

d. See Chapter 5, Inter/Intra Agency Agreements for more detail.

21. Reviewing the specially designated nationals and blocked persons list.

a. Under the provision of Executive Order 13224, Blocking Property and Prohibiting Transactions with Persons Who Commit, Threaten to Commit, or Support Terrorism, GSA may not engage in transactions with individuals or entities on the Specially Designated Nationals (SDN) list. GSA must consult the list before making payments and must not make or certify payments, or draw checks or warrants, payable to an individual or organization listed on the SDN and Blocked Persons list. This order was created to combat the financing of terrorism.

b. The Department of the Treasury's Office of Foreign Assets Control frequently updates the SDN and Blocked Persons list. There is no predetermined timetable; names are added and removed as necessary and appropriate. The SDN master list, as well as a list of cumulative changes to the SDN, can be found on the Office of Foreign Assets Control website at http://www.treasury.gov/offices/enforcement/ofac/sdn. The list contains the full name, address, nationality, passport, tax ID or cedula number (registration status), place of birth, date of birth, former names and aliases of SDN and

Blocked Persons. Individuals and entities on the list have their assets blocked and U.S. entities and individuals are prohibited from engaging in any transactions with them.

c. GSA payment information is checked against the following databases: SAM; Internal Revenue Service (IRS) TIN Matching; the Office of Foreign Assets Control's SDN and Blocked Persons List; Do Not Pay (DNP) Business Center; and Department of the Treasury Debt Check Database/Treasury Offset Program.

PART 4. SUBMISSION OF INVOICES

22. Invoice submission. Submit paper invoices directly to the FSSP for processing payments and disbursements, or electronically through one of the following systems: Web Vendor; Vendor and Customer Self Service System (VCSS); Central Invoice System (CIS) for orders managed in the Assisted Services Shared Information System (ASSIST); or the Federal Supply Service Payment System (FedPay) for Government vendors. Submission of invoices directly to the appropriate office allows GSA to process payments timely and ensures compliance with the Prompt Payment Act. There are a few approved exceptions to the general policy as follows:

a. The SSO should receive and process all Direct Pay invoices paid in the financial accounting system of record. These invoices must be uploaded into the accounting system of record.

b. Fleet Cross Servicing Agreements are agreements with other Government agencies (Federal, state, or local) for fleet maintenance and fuel. Since there is no set usage amount for the agency, the purchase order is not established until the invoice is received. Submit invoices to the Fleet Management Center first for approval, accounting information (function code, budget activity, etc.), and completion of a Pegasys Authorization document. Forward the invoice to the FSSP for payment processing after procedures are completed.

c. Send transportation bills to the GSA Transportation Audit contractor for pre-audit in accordance with FAR clause 52.247-67, Submission of Commercial Transportation Bills to the GSA for Audit 47.104-4(c).

d. PBS progress payment invoices related to construction contracts awarded on Standard Form 1442 - Solicitation, Offer and Award (Construction, Alteration or Repair) require a pre-invoice conference with PBS officials to review and markup what can be invoiced. PBS must maintain supporting documentation to substantiate payment authorization in accordance with the GSA Record Schedule. Send Progress Payment (construction) invoices to the Designated Billing Office on the Pegasys order for review and approval. Forward invoices to the FSSP for processing after review and approval.

e. FAS analysts review Telecommunications Ordering & Pricing System (TOPS) invoices to ensure the lines billed are delivered and determine if the invoice is valid or should be rejected. Analysts must also review late charges on telephone invoices to determine the amount, if any, to pay based on local tariffs applicable to the invoice. After review and approval, FAS sends applicable portions of the invoices to FSSP with support, indicating the amount to be paid on a cover sheet.

PART 5. SUBMISSION OF RECEIVING REPORTS

23. General. The receiver of goods or services must submit the receiving report in the accounting system in a timely manner and to the proper location. GSA continues to pay interest penalties resulting from the late payment of invoices. Public Law 97-177 and its amendment 100-496 (Prompt Pay Act) require agencies to pay bills timely (e.g., within 30 days), to pay interest penalties when payments are made late and to take discounts only when payments are made by the discount date. A major cause of payment delays is either the receiving report is missing or not filed timely.

24. Reviewing the receiving report. Only Federal employees are allowed to receive and accept goods and services for the Federal Government. Government contractors may be authorized to perform the data entry of the receipt data into the financial accounting system of record provided a Federal employee approves and submits a receiving report.

a. The receiving report is written or electronic evidence indicating the Government's acceptance of goods delivered or services performed. Payment cannot be made prior to receiving and accepting the goods or services, even if interest penalties may be accrued or an early payment discount will be lost, unless an approved exception exists. All information on the receiving report should be correct and match the information on the purchase order and invoice.

b. To determine the payment due date, acceptance of the goods or services must take place within seven days following the receipt of goods or services, unless other terms are included in the contract. If the receiving report has an acceptance date in excess of seven days following the receipt of the materials or services, and the contract does not specify a longer acceptance period, the acceptance date the FSSP must use is the seventh day after the receipt of the goods or services. The GSA receiving official is responsible for inspecting and accepting/denying goods or services within the seven calendar day window.

c. Timely entry of receiving reports into the business feeder systems which flow into accounting system (Pegasys), or in cases where no interface is available, keying receipts directly into the accounting system is extremely important to make on-time payments. Field offices are responsible for submitting the receiving reports and are required to properly prepare the reports to ensure vendor payments for goods and services are valid, accurate, and timely. All receiving reports must be entered into the financial system of record within five calendar days of acceptance of goods or services.

PART 6. ASSIGNMENT OF CLAIMS ACT OF 1940

25. Assignment of Claims 31 U.S.C. § 3727 and 41 U.S.C. § 15.

a. A contractor may assign monies due or about to become due under a contract if all the following conditions are met.

(1) The contract specifies payments aggregating $1,000 or more.

(2) The assignment is made to a bank, trust company, or other financial institution.

(3) The contract does not prohibit the assignment.

(4) Unless otherwise expressly permitted in the contract, the assignment:

(a) Covers all unpaid amounts payable under the contract;

(b) Is made only to one party, except that any assignment may be made to one party as agent or trustee for two or more parties participating in the financing of the contract; and

(c) Is not subject to further assignment.

(5) The assignee sends a written notice of assignment together with a true copy of the assignment instrument to:

(a) The Contracting Officer;

(b) The Surety on any bond applicable to the contract; and

(c) The Disbursing Office designated in the contract.

b. The common definition of a trust company is an organization which acts as a fiduciary, trustee, or agent for individuals and businesses in the administration of trust funds, estates, and custodial arrangements. An assignee should be treated as a designated agent in the vendor files. Assignees must register separately in the SAM database according to FAR 52.232-33 (b).

PART 7. SYSTEM FOR AWARD MANAGEMENT

26. General**.**

a. The FAR requires contractors to register in the SAM database prior to award of any contract, basic agreement, basic ordering agreement or blanket purchase agreement. SAM combines federal procurement systems and the Catalog of Federal Domestic Assistance into one new system. Pegasys has an interface with SAM to receive contractor updates. The interface is called the Central Contractor Registration Connector (CCRC).

b. The registration address will be controlled by the database system's issuance of a Dun & Bradstreet number along with a plus-4 identifier for each contractor location. The plus-4 identifier will only be required when multiple EFT information is required for one contractor location.

c. Maintenance and control of contractor information, including correct EFT information, rest solely with the contractor. Any conflicts arising out of the Government's reliance on SAM data is considered incorrect information within the meaning of the "Suspension of Payment" paragraph of the EFT clause. The database serves as the primary repository for contractor information required when conducting business with the Government. The repository enables contractors to update information in one place via a web-based application and eliminates the need to maintain paper-based sources of contract information. This will allow the CO access to contractor and industry data more efficiently and will identify sources for contracting opportunities.

d. FAS and GSA Information Technology will maintain a repository of SAM data as the sole interface for all GSA Services and systems.

27. Exceptions to the SAM registration requirement**.** The FAR policy requiring registration in SAM applies to all types of awards except the following cases.

a. Purchases using a governmentwide commercial purchase card as both the purchasing and payment mechanism, as opposed to using the purchase card only as a payment method.

b. Classified contracts when registration in the SAM database, or use of SAM data, could compromise the safeguarding of classified information or national security.

c. Contracts awarded by:

(1) Deployed contracting officers in the course of military operations, including, but not limited to, contingency operations as defined in 10 U.S.C. 101(a)(13) or humanitarian or peacekeeping operations as defined in 10 U.S.C. 2302(7); or

(2) Contracting officers in the conduct of emergency operations, such as responses to natural or environmental disasters or national or civil emergencies as defined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121).

d. Contracts supporting unusual or compelling needs.

e. Work awarded to foreign vendors, performed outside the United States, and impractical to obtain SAM registration.

f. Micro-purchases not using the EFT payment method and not required to be reported.

28. Procedures.

a. The Contracting Officer will:

(1) Obtain the Vendor's DUNS plus-4 number;

(2) Access the SAM repository and determine if the vendor is registered;

(3) If registered, retrieve TIN and complete address from SAM repository including DUNS plus-4;

(4) Search the financial accounting system of record using the TIN and determine if the appropriate name, address, and code exist in the financial accounting system of record matching the SAM repository;

(5) If a complete match is found, no further action is required; and

(6) If no match is found, the CO will request the vendor to amend the offer and match the SAM record.

b. The FSSP will:

(1) Notify the COs of any novations, name changes, or assignments taking place through SAM updates and identified on the Pegasys daily report (POs-to-Vends daily); and

(2) Suspend payment if the CO determines the contractor has made any improper novations, name changes, or assignments.

PART 8. MISCELLANEOUS PAYMENT INFORMATION

29. Web Vendor.

a. Web Vendor is a web-based application allowing vendors to create and process invoices electronically and track the status of GSA payments. On May 1, 2017 GSA began phasing in Treasury's Invoice Processing Platform (IPP), a government-wide solution for vendor payment notification. Once IPP is fully implemented the Web Vendor application will no longer be used for payment notifications. The Web Vendor application:

(1) Allows GSA vendors to submit electronic invoices, track the status of submitted invoices and the status of payments generated from those invoices. This application is primarily used by PBS vendors.

(2) Eliminates the need for vendors to submit paper invoices.

(3) Relies on existing accounting subsystems including Purchasing, Accounts Payable, Automated Match, and Automated Disbursements.

(4) Date stamps the invoice. For purposes of Prompt Pay, the invoice date is the date Web Vendor accepts the invoice in the system. If the invoice is later rejected, the vendor will be notified in accordance with Prompt Pay Regulations.

(5) Transmits invoices submitted via Web Vendor to the Visual Invoice Tracking and Payment (VITAP) system. VITAP matches the invoices to purchase orders and receiving reports before transmitting the invoice to Pegasys.

(6) Invoice or payment status changes in the financial accounting system of record updates the Web Vendor information (e.g., payment is disbursed).

b. Web Vendor is a voluntary participation program; however, participating vendors and customers must have a valid Taxpayer Identification Number or special Pegasys Vendor Code assigned to vendors utilizing their Social Security Numbers.

30. Vendor and Customer Self Service (VCSS**)**.

a. VCSS is a web-based application allowing vendors and customers to create and process invoices electronically and track the status of GSA payments. The VCSS electronic invoicing module:

(1) Allows GSA vendors to submit electronic invoices, track the status of submitted invoices and the status of payments generated from those invoices.

(2) Eliminates the need for vendors to submit paper invoices.

(3) Relies on existing accounting subsystems including Purchasing, Accounts Payable, Automated Match, and Automated Disbursements.

(4) Date stamps the invoice. For purposes of Prompt Pay, the invoice date will be the date that VCSS accepts the invoice into the system. If the FSSP later rejects the invoice, the vendor will be notified in accordance with Prompt Pay Regulations.

(5) Transmits VCSS submitted invoices in real-time and stores them as scheduled forms in the financial accounting system of record. Automated procedures subsequently process the scheduled invoice forms in the accounting system. The FSSP will review and process system rejected forms.

(6) Approves invoices after they are manually reviewed and matched.

(7) Generates automatic payments and disbursements in the financial accounting system of record.

(8) Updates the status of the VCSS web page in real time as the invoice or payment is updated in the financial accounting system of record (e.g., payment is disbursed).

b. VCSS is a voluntary participation program; however, participating vendors and customers must have a valid DUNS/DUNS plus-4 number and must register in the SAM database prior to registering in VCSS. The vendor must ensure the SAM registration remains active at all times.

31. Accounting system vendor files.

a. The FSSP establishes all new vendor addresses in the financial accounting system of record. This process:

(1) Enhances internal control over disbursements;

(2) Avoids creating duplicate vendor codes;

(3) Ensures the correct name and address configuration is entered for IRS Form 1099, Miscellaneous Income reporting; and

(4) Ensures disbursements are made to the proper vendor's bank account.

b. A vendor code can be requested by following instructions provided at http://finance.ocfo.gsa.gov/. Under "Quick Links" and choose "Submit Vendor to Pegasys". Complete the form and submit. FSSP staff will complete the requests.

32. Limited payability**.**

a. The Department of the Treasury will cancel all checks not presented for payment one year from the check's issuance date. Proceeds are returned to GSA for credit to the appropriation or fund account initially charged (TFM Vol. 1, Part 4 §7050.10). There is a one-year limit for check claims; any claim on account of a Treasury check shall be barred unless presented to GSA within one year after the date of issuance of the check (31 U.S.C. §3702 (c)).

b. If a vendor presents a claim to GSA for the underlying obligation on a check, GSA must examine its records to see if an earlier claim or cancellation was processed. GSA must determine if the payee is entitled and identify the source account from which the funds were originally paid. GSA may recertify a payment from the appropriation or fund from which the original payment was made [or its successor account (TFM Vol. 1, Part 4 §7025.30)].

c. In cases where the liability is valid but the claim is placed after the balance canceled and appropriation account is closed, GSA may use up to one percent of its current appropriation or seek a re-appropriation to pay for the liability.

d. A vendor’s claim must be filed and received by the FSSP responsible for settling the claim within the one-year limit for check claims. If GSA determines the vendor’s claim is valid, the funds will become available for liquidation if the account has not expired or any remaining surplus proceeds are deposited to the Treasury as miscellaneous receipts. GSA must comply with U.S. Codes and Treasury Regulations when handling credits received and/or claims filed under limited payability cancellation.

33. <u>GSA payments to the Office of Personnel Management (OPM) for security clearances</u>.

a. A limited number of financial accounting system of record document numbers will be issued on an annual basis for GSA security investigation charges. Specifically:

(1) PBS will issue 13 document numbers (1 for property disposal, 1 for central office and 1 per region) and FAS will issue 12 document numbers (1 for central office and 1 per region) to capture annual security investigation charges within their service.

(2) PBS and FAS must submit annual document numbers to the FSSP by October 30 of each new fiscal year.

b. Obligated funds available. Funds are obligated or increased for the FY on a quarterly basis. To assist in providing information to estimate security investigation costs, the FSSP provides each SSO with the actual costs incurred for the first three quarters of the current fiscal year. The FSSP will provide the actual cost data to the SSO no later than September 15. Note: At the beginning of each FY during periods of a continuing resolution, funds will be obligated on a monthly basis. When the budget has been approved, funds will be obligated on a quarterly basis and available at the beginning of the quarter.

CHAPTER 4. OBLIGATIONS

PART 1. UNLIQUIDATED OBLIGATIONS

1. <u>Review and certification of unliquidated obligations</u>**.**

a. Provisions of 31 U.S.C. §1501, require each Federal agency to verify that obligations reported to the Department of the Treasury and OMB agree with supporting agency records (OMB Circular A-11, Section 20 and GAO Financial Audit Manual, Section 300, Internal Control Phase). GSA requires that each SSO conduct a semi-annual review and certification of unliquidated obligations.

b. Reviews and certification must be accomplished by February 28 and July 31 of each FY and will be subject to internal control testing conducted under OMB Circular A-123, Appendix A, Internal Control over Financial Reporting. The review and certification is critical to ensure accountability, integrity and accuracy of our financial reporting at the highest levels of management throughout GSA.

c. OCFO Office Directors responsible for management of the semi-annual review processes will send a written and signed certification to Office of Financial Management stating the semi-annual review of unliquidated obligations has been performed in accordance with this policy. Supporting documentation, such as: a list of obligations reviewed, action taken, and final determination, must be submitted with the signed certification. An unliquidated obligation is defined as:

(1) An undelivered order--obligation unpaid; or
(2) A delivered order--obligation unpaid

d. The unliquidated obligation review and certification will be performed as follows. New undelivered orders initially established within the last 90 days may be excluded from the review. All other unliquidated obligations will be reviewed under the criteria below:

(1) FAS - General Supplies and Services. The flow through process within FedPay and Customer Supply Center replenishes unliquidated obligations:

(a) Unliquidated obligations from the current and prior FY, review 100 percent of orders over $100,000, and 5 percent of the number of orders between $5,000 and $100,000;

(b) Unliquidated obligations older than the prior FY, review 100 percent of orders over $50,000, and 10 percent of the number of orders between $5,000 and $50,000; and

(c) Review 100 percent of unliquidated obligations over five years old.

(2) Other unliquidated obligations (including operating expense fund 255, 455, 130 and 142):

(a) Review 100 percent of all unliquidated obligations older than the prior FY (as of the certification due date) with no activity; and

(b) Review 100 percent of the remaining unliquidated obligations that are $2,500 or greater.

(3) FAS - all other programs

(a) Review 100 percent of unliquidated obligations over five years old;

(b) Review 85 percent of all unliquidated obligations 2 – 5 years old (as of the certification due date) with no activity; and

(c) Review 75 percent of the remaining dollar value of unliquidated obligations.

(4) PBS - as of the date selected for review of undelivered orders and delivered orders:

(a) Review 100 percent of all unliquidated balances where the last activity is two years old or more;

(b) Review 75 percent of all unliquidated balances where the last activity is between 1 to 2 years;

(c) Review 50 percent of all unliquidated balances where the last activity is between 90 days to 1 year; and

(d) Review 25 percent of all unliquidated balances where the last activity is between 30 to 90 days. (Note: The unliquidated balance refers to the dollar amount of the order.)

(5) Staff Offices

(a) Review 100 percent of all unliquidated obligations older than prior FY (as of the certification due date) with no activity; and

(b) Review 100 percent of remaining unliquidated obligations that are $2,500 or greater.

e. The Regional Commissioners, the reviewing OCFO Offices, and the Office of

Financial Management must maintain documentation supporting the review and certification of unliquidated obligations for two years. All unliquidated obligations deemed invalid must be deobligated in accordance with the policy on Cancellation and Correction of Obligations.

2. System reconciliation of unliquidated obligations. The Office of Financial Management is responsible for performing an annual reconciliation of Service-owned business feeder systems interfacing with the financial accounting system of record. Conduct the review as close as possible to the end of the FY to ensure the accuracy of the annual financial statements and other reports.

3. Policy on cancellation and correction of unliquidated obligations**.**

a. Responsibility

(1) GSA COs have responsibility for executing contracts and orders obligating the Government to pay for goods and services. COs must expend funding prior to expiration and eliminate potential claims that may be incurred on contracts. Delays in the contract closeout process can result in the loss of available funds. Appropriations obligated on physically completed contracts close and are no longer available.

(2) Financial managers have the responsibility to ensure government obligations executed by COs are properly recorded in the financial accounting system. Obligations recorded in the financial system must be reviewed, adjusted, and/or canceled per instructions from COs as required to ensure accurate, consistent, and timely financial reporting as well as proper business practice.

(3) Director of Budget will designate funds managers who will be assigned roles in the accounting systems to support management of obligations.

b. Contract closeout

(1) HCAs are responsible for taking appropriate steps to ensure completed contracts are formally closed in accordance with the FAR 4.804, and GSAM 504.804-5, and the guidelines provided below for simplified acquisitions and contracts with residual balances. The closeout actions in FAR 4.804-1(a) (2), (3), and (4) may be modified to reflect the extent of administration that has been performed.

(2) COs must be vigilant and proactive with respect to proper contract closeout procedures. COs must not allow completed contracts to remain open. Failure to

conduct timely closeout is a violation of regulatory and statutory requirements, and negatively impacts GSA's accurate and timely financial reporting.

(3) OCFO Office Directors charged with performing funds approval for GSA's SSO's will designate individuals to be assigned funds management roles in the accounting system to support management of obligations.

c. Contract closeout and unliquidated obligations cancellation guidelines

(1) Simplified acquisition

(a) Under FAR 4.804-1(a) (1), the CO only needs evidence of receipt of goods and services and final payment to close out the contract file. The CO shall ensure the contract award document and the statement of work include the following statement: "For payment purposes, the contractor shall mark its final invoice for payments as {Final Invoice for Payment}."

(b) The CO shall instruct contracting officer representatives or project managers receiving supplies and services to forward copies of the receiving report and final invoice to the CO for contract closeout purposes. Contracting officer representatives or financial managers shall also record receipts of delivered orders in the accounting system of the financial feeder systems.

(2) Cancellation of unliquidated obligations with residual balances.

(a) Remaining unliquidated obligation balances of $100,000 or less should be canceled if deemed invalid. Funding certifiers (persons certifying the availability of funds) for the SSO's have the authority and responsibility to cancel balances if deemed invalid. Only valid obligations should be retained in the financial accounting system of record.

(b) The following procedures should be followed to cancel invalid obligations:

1. Designated financial management staff will present to the CO and their Director a list of proposed deobligations for review and approval.

2. The CO or Director shall respond to the financial management staff within 45 days justifying in writing why any obligations on the list should not be canceled.

3. If the CO fails to respond within 45 days, the financial management staff will escalate the proposed deobligation to successive levels of the CO's management chain until a response is received. During this period, the financial management staff is authorized to take appropriate steps to deobligate the unliquidated obligations in the accounting and business systems.

4. When a CO approves the cancellation of the unliquidated obligation under items 2. or 3. above, the CO shall prepare the appropriate document/action necessary (such as a contract modification) for the contract file.

(c) The actions taken by financial management staff to adjust or cancel obligations in the accounting or business systems accordance with this policy shall be considered internal financial accounting actions and shall have no bearing on the Government's rights and duties under the contracts until the CO officially closes the contract. A contract file shall not be closed if:

1. The contract is in litigation or under appeal or,

2. In the case of a termination, all termination actions have not been completed.

d. Non-contracting officer acquisitions. For unliquidated obligations created that did not require the signature of a CO (GSAM 501.603-1(f)), designated OCFO financial managers have the authority to correct or cancel any unliquidated obligations that are deemed invalid. Examples of such document types include micro-purchases using the governmentwide commercial purchase card, internal GSA orders, and security clearances (e.g., IX, GX). The financial managers should follow the financial system procedures below for cancellation and should inform the originator of the unliquidated obligation of the cancellation.

e. Financial system procedures for cancellation of unliquidated obligations. The designated financial manager will ensure the cancellation or amendment of unliquidated obligations proceeds as follows:

(1) Business Feeder System (Interface). Some business lines have their own acquisition systems which send acquisition transactions to the financial accounting system of record through an automated interface. In this situation, orders must be canceled or amended in the business feeder system. The processing of the interface transaction in the financial accounting system of record will complete the cancellation of the unliquidated obligation in the financial accounting system of record. Processing the

interface transaction in the financial accounting system of record will keep the business feeder systems and the financial accounting system of record in balance.

(2) Business Non-Feeder System (Non-Interface).

(a) Other business lines have acquisition systems that do not have an automated interface with the financial accounting system of record. In this case, the unliquidated obligation is created in the non-feeder business system and entering data of the unliquidated obligation directly into the financial accounting system of record. In this situation, the unliquidated obligation must be canceled in the non-feeder business system and then canceled in the financial accounting system of record by manual entry.

(b) The Open Obligations Review webpage may be used to cancel invalid obligations. Items under $100,000 will be deobligated automatically in the financial accounting system of record but may require contract modifications and/or adjustments in the non-interface business systems. Items greater than $100,000, (excluding accrued expenses) require CO action in the non-interfaced business system and in the financial accounting system of record. This webpage should not be used for interfaced documents (such as EASi originated documents).

(3) Orders that originate in the financial accounting system of record. These unliquidated obligations are created through the use of the Purchasing module in the financial accounting system of record. In this situation, no other system is involved and the cancellation can be completed in the financial accounting system of record.

f. Accrued expense. An accrued expense is a liability to pay for goods or services received or supplied but not recorded or paid. Expenses for interest, taxes, rent, utilities, and salaries are commonly accrued for financial statement reporting. Accruals may be estimated amounts when the exact expense cannot easily be determined and may require adjustments (up or down) or removal in the case of errors. SSO have the authority to adjust accruals not requiring contract actions, regardless of the amount. The FSSP Open Obligations Review webpage may be used to accomplish the removal of these accrued expenses.

g. Unliquidated obligations certifiers role in the financial accounting system of record. To accomplish the deobligations mentioned above, the unliquidated obligations certifier role has been established in the financial accounting system of record, allowing designated individuals the ability to cancel unliquidated obligations. Generally, this role will not be available for use if the business feeder system interfaces with the financial accounting system of record. In such instances, the unliquidated obligation should be canceled in the business feeder system and transmitted to the financial accounting system of record under the system procedures outlined in this document. If the unliquidated obligation has already been canceled in the business feeder or non-feeder system, and the residual balance still exists in the financial accounting system of record, then the unliquidated obligation certifier should make a correction in the financial accounting system of record. The unliquidated obligation certifier should maintain cancellation records for six years and three months. The FSSP will provide assistance to the unliquidated obligation certifier in canceling unliquidated obligations in the financial accounting system of record that involves a non-feeder business system. Internal controls should be established to ensure unliquidated obligations are canceled in both systems. The FSSP is required to maintain documentation of the request from the unliquidated obligation certifier for six years and three months on any cancellation assistance related to the financial accounting system of record.

h. Final flag indicator on receiving reports in the financial accounting system of record. The financial accounting system of record has the ability to flag a line of the receiving report as final. If the final flag indicator has been checked on a line of the receipt, the referenced document line (purchase order, accrual, etc.) will be closed. SSOs are advised to use the final flag indicator on all lines of the receipt when all goods and services have been received to facilitate contract closeout and help eliminate the need for future review and cancellation or contract modifications due to residual balances.

CHAPTER 5. INTER-AGENCY AND INTRA-AGENCY AGREEMENTS

1. Inter-agency agreements (IA) policy guidance. IA guidance may be found in the following sources:

a. Office of Chief Acquisition Officer Letter, V-09-06 (June 16, 2009), "Inter-agency Agreements-Acceptance and Obligation of Funds" and Office of Chief Acquisition Officer Letter, V-09-06 Suppl 1 (June 29, 2009), "Inter-agency Agreements-Acceptance and Obligation of Funds – Supplement 1" establish policy for provision of assisted acquisition services and acceptance of funds under IA.

b. FAS Assistant Commissioner Office of Acquisition Management Memorandum dated October 22, 2008, "Improving the Management and Use of Inter-agency Acquisitions" implements the OMB memorandum dated June 6, 2008.

c. OMB Memorandum dated June 6, 2008, "Improving the Management and Use of Inter-agency Acquisitions", provides guidance for the sound management and use of inter-agency acquisitions. The guidance includes a checklist of roles for each responsibility in the acquisition lifecycle and a model inter-agency agreement.

d. PBS Reimbursable Work Authorization National Policy Document dated October 20, 2015 establishes the policy relating to reimbursable work agreements between PBS and other Federal agencies and non-federal organizations. This document includes information on completing the GSA Form 2957, Reimbursable Work Authorization, maintaining of cost estimate documentation, and Reimbursable Work Authorization completion requirements.

e. . Treasury Financial Manual: Volume 1, Part 2, Chapter 4700: Appendix 10 Intragovernmental Business Rules (RULES) — –IAA Implementation Guidance, July 2016 provides guidance to assist agencies in the accounting, reporting, and reconciliation of Intragovernmental Transaction activity with their trading partners

f. Treasury provides an InterAgency Agreement (IAA) Form and Instructions

g. The Financial Systems Integration Office Standard Business Processes Reimbursable Management provides best practice business processes for administering and managing inter-agency reimbursable agreements between Federal agency trading partners. The standard processes provide agencies with an understanding of reimbursable management, the correct accounting methodologies, business rules, and reconciling account balances between trading partners.

h. The Office of Federal Procurement Policy within OMB provides overall direction of governmentwide procurement policies, regulations, procedures, and forms for executive agencies and to promote economy, efficiency, and effectiveness in the procurement of property and services including guidance on inter-agency acquisition.

2. Intra-agency agreements.

a. GSA Intra-agency Agreements (GSA-IAA) are written statements, sometimes referred to as a MOU, used in procuring goods and/or services from another GSA organization. In addition to the GSA-IAA, a financial accounting system obligating document (IX) must be used to establish the buyer's obligation of funds. This does not apply to purchase card transactions.

b. A properly executed GSA-IAA provides written documentation to ensure there is a formal offer and acceptance between the buyer and seller. GSA-IAA must include a clear, concise statement identifying the buyer's specific need, and clearly establishing the financial arrangements between the parties.

c. GSA-IAA must also include the following:

(1) Agreement number;

(2) Purpose and parties to the agreement;

(3) Duration of the agreement (specific start and end dates);

(4) Provisions to amend or terminate the agreement;

(5) Funds authorization/accounting classification (example: fund code, program code, region code, organization code, sub-object class, and activity code). If necessary include the following: project code, cost center, reimbursable work authorization, vehicle tag, work item, commodity code, accounting system document number and line number;

(6) Correspondence symbol;

(7) Description of goods and services;

(8) Total amount;

(9) Frequency of billing options as agreed upon (i.e., one time, monthly, quarterly, or annually);

(10) Financial and program points of contact; and

(11) Signature of both parties.

3. Financial accounting system IX document**.**

a. Some GSA organizations use a MOU or accounting system Project Cost Accounting Subsystem (PCAS) agreement in conjunction with an IX document. In these cases, the IX document represents the buyer's obligations relating to the GSA-IAA. The IX document describes what is being procured and electronically establishes the obligation in the accounting system for the buying organization. When using the PCAS module, buyers should provide the IX funding document and appropriate accounting line number to the seller. The seller must correctly reference the IX document number and accounting line number on the PCAS agreement.

b. An IX document can also be used as an electronic intra-agency order and obligation within GSA to procure goods or services. An example includes the purchase of supplies from GSA Global Supply.

c. An IX document for severable services shall be limited to one budget fiscal year (BFY) and duration of 12 months or less. SSOs cannot add additional accounting lines on an IX document that pertain to different BFYs. For non-severable services, an IX document will be limited to one BFY but may extend beyond 12 months, but no more than five years.

d. The use of multiple accounting lines on an IX document shall be limited to one accounting line per task order placed with the servicing program. Specific attention must be given to the ability of the servicing program to generate distinct billing records to properly charge multiple lines of an IX document. For instances where automated billing mechanisms cannot properly charge multiple accounting lines of an IX document, the use of more than one accounting line is only permittable when alternative manual processes are identified and agreed to by buying and servicing organizations.

4. Required approvals on IX document.

a. Purchase Manager

b. Accounting Classification

c. Funds Authorization

5. Required fields on IX document**.**

a. Customer Information

(1) Organization name

(2) Contact name, address, telephone number, email address

b. Type of purchase

(1) Severable services

(2) Non-severable services

(3) Goods

c. Description of purchase – full description of goods and/or services to be provided, including delivery dates or period of performance (specific start and completion dates). Do not use vague terms such as “contractor services”. Describe what is provided and by whom (which GSA organization).

d. Approved amount

e. Accounting/funding information

f. Region Code

g. Billing information
(1) Finance billing office
(2) Billing contact email address
(3) Billing address

h. Certifying official name, email address and telephone number

6. Liquidation of IX obligation**.**

a. All obligating transactions relating to GSA-IAA must be executed using an IX document. IX obligating documents will be liquidated using interfund transfer and is automatically liquidated by the billing amount. In addition, SSOs should monitor their IX documents to ensure adequate funding is available to pay for all interfund transactions and to determine appropriate accrual amounts in cases where billing is not received at the end of the month.

b. In case of cancellation, the buyer must contact the seller to cancel the order. After the seller confirms the order has been canceled, the buyer may deobligate the IX document in Pegasys.

7. Implementation guidance.

a. All feeder systems external to the Billing and Accounts Receivable (BAAR)/accounting system of record (in order to liquidate the IX document obligated amounts) are required to include the applicable IX document and line number(s) established in the system for billing records submitted to BAAR/accounting system. Contact FSSP for support on IX document interface.

b. PBS rent – all interfund rent billings will be processed at the Agency/Bureau (AB) Code level. PBS rent billing will only reference line one on an IX document. In order to transfer costs to multiple lines of accounting from an IX document, Staff Offices have the following options:

(1) Monthly spreadsheets – Each Staff Office can provide the FSSP with the cost transfer amounts on a monthly basis.

(2) Cost allocation – Each Staff Office can provide a one-time setup for cost allocation based on a percentage of the billed amount. Cost allocations are usually based on a relevant common denominator such as the number of employees or square footage of office space. The cost allocation may be periodically adjusted to reflect changes in the organization. Cost allocation is the preferred method as it does not require manual intervention. Staff Offices should work with the OCFO to set up cost allocation.

(3) Staff Offices should work with PBS when negotiating Occupancy Agreements to enter into separate agreements for specific new AB codes the Staff Office establishes and identifies to capture multiple funding levels and lines of accounting.

c. Global supply – The use of GSA purchase card is strongly recommended for large volume and low cost purchases, in accordance with thresholds and procedures prescribed in OAS 4200.1B, Management and Use of the SmartPay Purchase Card. An IX document will not be necessary if the interfund transaction is paid using a Government purchase card.

CHAPTER 6. MISCELLANEOUS

PART 1. MISCELLANEOUS REIMBURSEMENTS

1. Miscellaneous reimbursements limits. GSA uses the Concur travel system to reimburse employees for miscellaneous expenses. This system is designed to create efficient and timely reimbursements to employees for eligible expenses in accordance with GSA policies. The following guidelines must be adhered to regarding these transactions:

a. Employees must enter a full description in the Concur travel system pertaining to a miscellaneous reimbursement request. Supervisors have a fiduciary responsibility to carefully examine each request and receipt to ensure that only authorized expenses are reimbursed in accordance with all GSA policies. Careful attention must be paid to receipts containing multiple transactions and summary information that includes a rollup or bundling of multiple charges. Supervisors should request documentation that includes a breakdown of all charges and only authorize reimbursement for eligible expenses. The entire bill for services (not just a summary page) such as the internet must be included that delineates all costs.

b. Receipts for miscellaneous reimbursements are to be uploaded in the Concur travel system, regardless of the amount. Once uploaded and verified, the paper documents can be discarded.

c. Miscellaneous reimbursement requests exceeding the micro-purchase threshold defined in the FAR 2.101 will require review and approval by the OCFO, Office of Budget.

PART 2. INTERNAL REVENUE SERVICE REQUIREMENTS

2. Processing IRS Form 1099. GSA processes IRS Form 1099 in three batches: GSA lease vendors, GSA other vendors, and GSA client vendors. Working together, FSSP and the Office of Financial Management issue IRS Form 1099 by January 31 of each year. Payments made with a purchase card or payment card and certain other types of payment, including third party network transactions, are not reported on IRS Form 1099-MISC. The payments must be reported on IRS Form 1099-K by the payment settlement entity under IRS section 6050W.

3. TIN Matching. The FSSP is required to perform TIN matching in the IRS database prior to establishing a vendor record in the financial accounting system or record.

Performing TIN matching helps to ensure that correct information is reported to the IRS.

4. Incorrect Name/TIN Combinations. A name/TIN combination is incorrect if it does not match or cannot be found in IRS or Social Security Administration files. Periodically, the IRS provides GSA with a data file containing information for issued IRS 1099 forms with missing or incorrect TINs. The FSSP should work directly with the vendor or CO to resolve mismatches. Names and TIN numbers cannot be solicited by phone. IRS Publication 1281, Backup Withholding for Missing and Incorrect Name/TIN(s), provides detailed instructions on the procedures that must be followed to resolve incorrect/missing TINS. The following procedures are required.

a. First B-Notice - Within 15 business days from the date of receipt of CP2100 file from IRS, GSA must send the first B-Notice (backup withholding notice) and a Form W-9 to the vendor, requesting a correct name/TIN combination.

b. Begin a 28 percent backup withholding on payments made to vendors who do not return a signed IRS Form W-9 in response to the first B-Notice no later than 30 business days after receipt of CP2100 file from the IRS.

c. Second B-Notice - Within 30 business days from the date of receipt of CP2100 file from IRS, GSA must send the second B-Notice to the vendor. The second B-Notice indicates the vendor must contact IRS or Social Security Administration to obtain the correct name/TIN combination.

d. GSA must withhold 28 percent of all payments if valid TIN information cannot be obtained. Backup withholding must be reported on IRS Form 945, Annual Return of Withheld Federal Income Tax. See the instructions for the IRS Form 945 for deposit and reporting requirements for withholding.

CHAPTER 7. FIXED-PRICED SEVERABLE SERVICE CONTRACTS

1. Purpose**.** This chapter provides guidance for recording obligation amounts for severable service contracts funded from the Federal Buildings Fund. This chapter does not apply to utility or lease contracts.

2. Introduction**.**

a. Severable services refers to tasks that can be separated into component tasks or deliverables, each of which can meet a separate agency need. Examples include building services (e.g., operations and maintenance, security, janitorial, and landscaping), information technology services, and management support services. These services are often recurring or cyclical in nature, e.g. they are performed daily, weekly, or monthly.

b. For some fixed-price severable service contracts, GSA previously obligated funds monthly rather than obligating the full contract amount at contract award.

c. On August 26, 2013, the PBS Office of Acquisition Management and the Office of the Chief Financial Officer issued PBS Procurement Instructional Bulletin (PIB) 13-05 to provide guidance on incrementally funded, fixed-price severable service contracts.

3. Resources**.**

a. PIB 13-05, Incremental Funding on Building Recurring Service Contracts, August 26, 2013.

b. PIB 13-05 Supplement 1, Incremental Funding on Building Recurring Service Contracts, January 15, 2014.

c. 31 U.S.C. § 1501 (a) (l), Documentary Evidence Requirement for Government Obligations, known as the "Recording Statute."

d. Principles of Federal Appropriations Law: Vol. I, Third Edition, January 1, 2004; Vol. Il, Third Edition, February 1, 2006.

e. GSA Acquisition Regulation (GSAR) Class Deviation - Limitation of Government's Obligation Clause, August 12, 2013.

4. Policy.

a. Fixed-price severable service contracts and modifications awarded with a performance period starting on or after October 1, 2013.

(1) Unless the Limitation of Government's Obligation (LOGO) clause is included, PBS must obligate the full amount of the base contract's fixed-term at the time of contract award.

(2) If the LOGO clause is included, obligations must be recorded for the initial month of the performance period (or alternate period of time, as defined in the contract). Subsequent obligations must be recorded upon notification to the contractor of the next monthly funded increment listed on the contract schedule. Changes to the service period amounts listed on the contract schedule must be supported by a contract modification. (See PIB 13-05, page 2, Item 7, Instructions and Procedures and PIB 13-05 Supplement 1).

b. Contract modifications adjusting monthly payment amounts for contracts containing a LOGO clause. (See PIB 13-05 Supplement 1).

(1) Retroactive changes occur when a change in scope or a change in wages has occurred in a past performance period. The retroactive or "catch-up" amount must be fully obligated at the time of change.

(2) Future changes occur when additional services are requested at an additional cost that increases the monthly obligation amount in a future performance period. Obligations must be recorded according to the contract's revised performance schedule.

c. Action for existing fixed-price severable service contracts awarded with a period of performance commencing before October 1, 2013 that do not include the LOGO clause.

(1) Existing fixed-price severable service contracts fully obligated at the time of award remain unchanged. Fully obligated contracts approaching an option period may be either fully obligated for the period or modified to include the LOGO clause.

(2) Contracts that were incrementally obligated may continue to be obligated incrementally until the next option period or the contract is modified to be fully obligated or to include the LOGO clause.

d. Certification of funds.

(1) For contracts containing a LOGO clause, the official certifying the funds must review the schedule of performance amounts and certify that funds are available for the first month of the performance period at the time of award and for any subsequent modification that impacts funding.

(2) Other than the initial funds certification and any subsequent modifications that impact funding, the certifying official within the Office of Budget, PBS Budget Division (BBP) or Office of Regional Financial Services (BR) will be responsible for certifying subsequent obligations according to the contract schedule.

5. Definitions.

a. Limitation of Government’s Obligation (LOGO) Clause. The LOGO clause is an incremental funding clause that limits the Government’s liability in an anticipated funding schedule. For contracts containing the LOGO clause, a contractor is authorized to perform only up to the specified limitation unless written notice of additional funding is provided.

b. Non-Severable Service Contract. A non-severable service contract involves tasks that cannot be separated into components.

c. Severable Service Contract. A severable service contract involves tasks that can be separated into component tasks or deliverables, each of which can meet a separate agency need. Frequently this applies to contracts for services performed on a continuing basis over time (such as daily or monthly).

d. Recurring Services. Recurring service contract is specifically for services that are scheduled to be performed at set intervals of time. Generally, recurring services are often considered severable as well. Examples include cleaning, IT services, equipment calibration and regular preventive maintenance. .

APPENDIX A. ACRONYMS

ADA	Antideficiency Act
CARS	Central Accounting Reporting System
CFO	Chief Financial Officer
CFR	Code of Federal Regulations
CO	Contracting Officer
CY	Current Year
DCIA	Debt Collection Improvement Act of 1996
DUNS	Data Universal Numbering System
EFT	Electronic Funds Transfer
FAR	Federal Acquisition Regulation
FAS	Federal Acquisition Service
FSSP	Financial Shared Service Provider
FY	Fiscal Year
GAO	Government Accountability Office
GBL	Government Bill of Lading
GSAM	General Services Administration Acquisition Manual
GSA	General Services Administration
HCA	Head of the Contracting Authority
IPAC	Intra-Governmental Payment and Collection
IPERA	Improper Payments Elimination Recovery Act of 2010
IPERIA	Improper Payments Elimination Recovery Improvement Act of 2012
IRS	Internal Revenue Service
LOGO	Limitation of Government's Obligation
MOU	Memorandum of Understanding
OCFO	Office of the Chief Financial Officer
OMB	Office of Management and Budget
PIB	Procurement Instructional Bulletin
PBS	Public Buildings Service
PCAS	Project Cost Accounting Subsystem
PL	Public Law
SAM	System for Award Management
SDN	Specialty Designated Nationals
SSO	Services and Staff Offices
TAS	Treasury Account Symbol
TFS	Treasury Fiscal Service
TGA	Treasury General Account

TIN	Taxpayer Identification Number
TMSS	Transportation Management Services Solution
TOPS	Telecommunications Ordering & Pricing System
VCSS	Vendor and Customer Self Service