

## GENERAL SERVICES ADMINISTRATION

### 41 CFR Parts 101–41 and 102–118

[FPMR Amendment G–115]

RIN 3090–AH15

#### Transportation Payment and Audit

**AGENCY:** Office of Governmentwide Policy, GSA.

**ACTION:** Final rule.

**SUMMARY:** The General Services Administration (GSA) is revising the Federal Property Management Regulations (FPMR) by moving coverage on transportation payment and audit into the Federal Management Regulation (FMR). A cross-reference is added to the FPMR to direct readers to the coverage in the FMR. The FMR coverage is written in plain language to provide agencies with updated regulatory material that is easy to read and understand.

**DATES:** *Effective Date:* This final rule is effective April 20, 2000.

*Applicability Date:* In order to protect the interests of the Government, the Administrator of General Services grants a waiver to the prepayment audit provisions for all agencies who do not have a verified audit system by April 20, 2000. This exemption for agencies will extend until October 1, 2000 or the issuance of an approved agency transportation prepayment audit plan, whichever occurs first, to allow agencies a reasonable time to incorporate these regulations into transportation prepayment audit plans and to allow agencies to coordinate the GSA's regulations with the proper fiscal systems.

**FOR FURTHER INFORMATION CONTACT:** Mr. Ed Davis, Program Analyst, Transportation Management Policy Division, Office of Governmentwide Policy, General Services Administration, at 202–208–7638, or E-mail at ed.davis@gsa.gov.

#### SUPPLEMENTARY INFORMATION:

##### A. Background

In response to President Clinton's mandate to Federal agencies to make communication with the public more understandable, GSA is revising and clarifying the transportation management policies by:

- (1) Writing them in plain language and making substantive changes; and
- (2) Allowing the use of commercial bills of lading and electronic commerce.

This rewrite incorporates Public Law 105–264, section 3, which amended 31

U.S.C. 3322, 31 U.S.C. 3528, and 31 U.S.C. 3726. The major change required is the mandatory use of prepayment audits for transportation billings.

The Federal Management Regulation (FMR) is in the question and answer format. Question and answer format is an effective way to engage the reader and to break the information into manageable pieces. The FMR asks questions in the first person, as the user would. It then answers the questions in the second and third person. The FMR addresses the agency in the singular.

##### B. Substantive Changes

This final rule clarifies existing transportation payment and audit requirements and makes substantive changes in this final rule.

We implement the mandatory use of prepayment audits, as required by Public Law 105–264, section 3, which amended 31 U.S.C. 3322, 31 U.S.C. 3528, and 31 U.S.C. 3726. Under a prepayment audit, the agency will keep more of its transportation dollars, by verifying transportation billings to eliminate potential overpayments.

We encourage agencies to expand the use of charge cards, commercial bills of lading, and electronic payment methods in place of the Government forms (Government Bill Of Lading and Government Transportation Request) used currently. The use of electronic bills of lading and existing commercial forms are the preferred methods to decrease the need for paperwork, retention of duplicate copies, and to lessen stockpiles of archived paper files and storage space.

The appeals process for a claim must begin within an agency and the first level of appeal must be handled at an appropriate level within the agency. In exchange for keeping funds through the use of prepayment audits, agencies will have responsibilities related to the setup and function of their prepayment audit programs.

FMR part 118 affects any department or establishment of the Federal Government defined by 5 U.S.C. 305, whose payment for transportation services are subject to the transportation audit provisions of section 322 of the Transportation Act of 1940, as amended (31 U.S.C. 3726).

A proposed rule was published on February 22, 2000, at 65 FR 8818. Comments were received from nine agencies and no members of the public. All comments were considered in the formulation of the final rule and, as a result, a number of changes were made to the proposed rule.

##### C. Executive Order 12866

GSA has determined that this final rule is not a significant regulatory action for the purposes of Executive Order 12866 of September 30, 1993.

##### D. Regulatory Flexibility Act

This final rule will not have a significant economic impact on a substantial number of small entities within the meaning of the Regulatory Flexibility Act, 5 U.S.C. 601, *et seq.*, because the rule only applies to internal agency management and will not have a significant effect on the public.

##### E. Paperwork Reduction Act

The Paperwork Reduction Act does not apply because this final rule does not impose recordkeeping or information collection requirements, or the collection of information from offerors, contractors, or members of the public which require the approval of the Office of Management and Budget (OMB) under 44 U.S.C. 3501, *et seq.*

##### F. Small Business Regulatory Enforcement Fairness Act

This final rule is exempt from Congressional review under 5 U.S.C. 801 since it relates solely to agency management and personnel.

##### List of Subjects in 41 CFR Parts 101–41 and 102–118

Accounting, Claims, Government property management, Surplus Government property, Reporting and recordkeeping requirements, Transportation.

For the reasons set forth in the preamble, 41 CFR chapters 101 and 102 are amended as follows:

##### CHAPTER 101—[AMENDED]

1. Part 101–41 is revised to read as follows:

##### PART 101–41—TRANSPORTATION DOCUMENTATION AND AUDIT

**Authority:** 31 U.S.C. 3726; and 40 U.S.C. 486(c).

**§ 101–41.000 Cross-reference to the Federal Management Regulation (FMR) (41 CFR chapter 102, parts 102–1 through 102–220).**

For transportation payment and audit policy, see FMR part 102–118 (41 CFR part 102–118).

##### CHAPTER 102—[AMENDED]

2. Part 102–118 is added to subchapter D to read as follows:

**PART 102-118—TRANSPORTATION PAYMENT AND AUDIT****Subpart A—General****Introduction**

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**Authority:** 31 U.S.C. 3726; and 40 U.S.C. 481, *et seq.*

**Subpart A—General****Introduction****§ 102-118.5 What is the purpose of this part?**

The purpose of this part is to interpret statutes and other policies that assure

that payment and payment mechanisms for agency transportation services are uniform and appropriate. This part communicates the policies clearly to agencies and transportation service providers (TSPs). (See § 102–118.35 for the definition of TSP.)

**§ 102–118.10 What is a transportation audit?**

A transportation audit is a thorough review and validation of transportation related bills. The audit must examine the validity, propriety, and conformity of the charges with tariffs, quotations, agreements, or tenders, as appropriate. Each agency must ensure that its internal transportation audit procedures prevent duplicate payments and only allow payment for authorized services, and that the TSP's bill is complete with required documentation.

**§ 102–118.15 What is a transportation payment?**

A transportation payment is a payment made by an agency to a TSP for the movement of goods or people and/or transportation related services.

**§ 102–118.20 Who is subject to this part?**

All agencies and TSPs defined in § 102–118.35 are subject to this part. Your agency is required to incorporate this part into its internal regulations.

**§ 102–118.25 Does GSA still require my agency to submit its overall transportation policies for approval?**

GSA no longer requires your agency to submit its overall transportation policies for approval. However, as noted in § 102–118.325, agencies must submit their prepayment audit plans for approval. In addition, GSA may from time to time request to examine your agency's transportation policies to verify the correct performance of the prepayment audit of your agency's transportation bills.

**§ 102–118.30 Are Government corporations bound by this part?**

No, Government corporations are not bound by this part. However, they may choose to use it if they wish.

**Definitions**

**§ 102–118.35 What definitions apply to this part?**

The following definitions apply to this part:

*Agency* means Executive agency, but does not include:

- (1) A Government Controlled Corporation;
- (2) The Tennessee Valley Authority;
- (3) The Virgin Islands Corporation;
- (4) The Atomic Energy Commission;
- (5) The Central Intelligence Agency;

(6) The Panama Canal Commission; and

(7) The National Security Agency, Department of Defense.

**Note to the definition of Agency:** All agencies' payments for transportation services are subject to the transportation audit provisions of section 322 of the Transportation Act of 1940, as amended (31 U.S.C. 3726).

*Agency claim* means any demand by an agency upon a TSP for the payment of overcharges, ordinary debts, fines, penalties, administrative fees, special charges, and interest.

*Bill of lading*, sometimes referred to as a commercial bill of lading (but includes GBLs), is the document used as a receipt of goods, and documentary evidence of title. It is also a contract of carriage when movement is under 49 U.S.C. 10721 and 49 U.S.C. 13712.

*Document reference number* means the unique number on a bill of lading, Government Bill of Lading, Government Transportation Request, or transportation ticket, used to track the movement of shipments and individuals.

*EDI signature* means a discrete authentication code which serves in place of a paper signature and binds parties to the terms and conditions of a contract in electronic communication.

*Electronic commerce* means electronic techniques for performing business transactions (ordering, billing, and paying for goods and services), including electronic mail or messaging, Internet technology, electronic bulletin boards, charge cards, electronic funds transfers, and electronic data interchange.

*Electronic data interchange* means electronic techniques for carrying out transportation transactions using electronic transmissions of the information between computers instead of paper documents. These electronic transmissions must use established and published formats and codes as authorized by the applicable Federal Information Processing Standards.

*Electronic funds transfer* means any transfer of funds, other than transactions initiated by cash, check, or similar paper instrument, that is initiated through an electronic terminal, telephone, computer, or magnetic tape, for the purpose of ordering, instructing, or authorizing a financial institution to debit or credit an account. The term includes Automated Clearinghouse transfers, Fed Wire transfers, and transfers made at automatic teller machines and point of sale terminals.

*Government Bill of Lading (GBL)* means Optional Forms 1103 and 1203,

the transportation documents issued by GSA and used as a receipt of goods, evidence of title, and generally a contract of carriage.

*Government contractor-issued charge card* means both an individually billed travel card, which the individual is required to pay, and a centrally billed account for paying travel expenses, which the agency is required to pay.

*Government Transportation Request (GTR)* means Optional Form 1169, the Government document used to buy transportation services. The document normally obligates the Government to pay for the transportation services provided.

*Offset* means agency use of money owed by the agency to a transportation service provider (TSP) to cover a previous debt incurred to the agency by the TSP.

*Ordinary debt* means an amount that a TSP owes an agency other than for the repayment of an overcharge. Ordinary debts include, but are not limited to, payments for transportation services ordered and not provided (including unused transportation tickets), duplicate payments, and amounts for which a TSP is liable because of loss and/or damage to property it transported.

*Overcharge* means those charges for transportation and travel services that exceed those applicable under the contract for carriage. This also includes charges more than those applicable under rates, fares and charges established pursuant to section 13712 and 10721 of the Revised Interstate Commerce Act, as amended (49 U.S.C. 13712 and 10721), or other equivalent contract, arrangement or exemption from regulation.

*Postpayment audit* means an audit of transportation billing documents after payment to decide their validity, propriety, and conformity with tariffs, quotations, agreements, or tenders. This process may also include subsequent adjustments and collections actions taken against a TSP by the Government.

*Prepayment audit* means an audit of transportation billing documents before payment to determine their validity, propriety, and conformity with tariffs, quotations, agreements, or tenders.

*Privately Owned Personal Property Government Bill of Lading*, Optional Form 1203, means the agency transportation document used as a receipt of goods, evidence of title, and generally a contract of carriage. It is only available for the transportation of household goods. Use of this form is mandatory for Department of Defense, but optional for other agencies.

*Rate authority* means the document that establishes the legal charges for a

transportation shipment. Charges included in a rate authority are those rates, fares, and charges for transportation and related services contained in tariffs, tenders, and other equivalent documents.

*Released value* is stated in dollars and is considered the assigned value of the cargo for reimbursement purposes, not necessarily the actual value of the cargo. Released value may be more or less than the actual value of the cargo. The released value is the maximum amount that could be recovered by the agency in the event of loss or damage for the shipments of freight and household goods. In return, when negotiating for rates and the released value is proposed to be less than the actual value of the cargo, the TSP should offer a rate lower than other rates for shipping cargo at full value. The statement of released value may be shown on any applicable tariff, tender, contract, transportation document or other documents covering the shipment.

*Reparation* means the payment involving a TSP to or from an agency of an improper transportation billing as determined by a postpayment audit. Improper routing, overcharges, or duplicate payments may cause such improper billing. This is different from payments to settle a claim for loss and damage to items shipped under those rates.

*Standard carrier alpha code (SCAC)* means an unique four-letter code assigned to each TSP by the National Motor Freight Traffic Association, Inc.

*Statement of difference* means a statement issued by an agency or its designated audit contractor during a prepayment audit when they determine that a TSP has billed the agency for more than the proper amount for the services. This statement tells the TSP on the invoice, the amount allowed and the basis for the proper charges. The statement also cites the applicable rate references and other data relied on for support. The agency issues a separate statement of difference for each transportation transaction.

*Statement of difference rebuttal* means a document used by the agency to respond to a TSP's claim about an improper reduction made against the TSP's original bill by the paying agency.

*Supplemental bill* means a bill for services that the TSP submits to the agency for additional payment after reimbursement for the original bill. The need to submit a supplemental bill may occur due to an incorrect first bill or due to charges which were not included on the original bill.

*Taxpayer identification number (TIN)* means the number required by the Internal Revenue Service to be used by the TSP in reporting income tax or other returns. For a TSP, the TIN is an employer identification number.

*Transportation document (TD)* means any executed agreement for transportation service, such as a bill of lading (including a Government Bill of Lading), a Government Transportation Request, or transportation ticket.

*Transportation service* means service involved in the physical movement (from one location to another) of products, people, household goods, and any other objects by a TSP for an agency as well as activities directly relating to or supporting that movement. Examples of this are storage, crating, or connecting appliances.

*Transportation service provider (TSP)* means any party, person, agent, or carrier that provides freight or passenger transportation and related services to an agency. For a freight shipment this would include packers, truckers, and storers. For passenger transportation this would include airlines, travel agents and travel management centers.

*Transportation service provider claim* means any demand by the TSP for amounts not included in the original bill that the TSP believes an agency owes them. This includes amounts deducted or offset by an agency; amounts previously refunded by the TSP, which they now believe they are owed; and any subsequent bills from the TSP resulting from a transaction that was pre- or postpayment audited by the GSA Audit Division.

*Virtual GBL (VGBL)* means the use of a unique GBL number on a commercial document, which binds the TSP to the terms and conditions of a GBL.

**Note to § 102-118.35:** 49 U.S.C. 13102, *et seq.*, defines additional transportation terms not listed in this section.

**Subpart B—Ordering and Paying for Transportation and Transportation Services**

**§ 102-118.40 How does my agency order transportation and transportation services?**

Your agency orders:

(a) Transportation of freight and household goods and related transportation services (e.g., packing, storage) with a charge card, bill of lading, purchase order (or electronic equivalent), or for domestic shipments until September 30, 2001, a Government Bill of Lading (GBL). GBLs will continue to be available after that date, if needed, for international shipments (including domestic overseas shipments).

(b) Transportation of people through the purchase of transportation tickets with a Government issued charge card (or centrally billed travel account citation), Government issued individual travel charge card, personal charge card, cash (in accordance with Department of the Treasury regulations), or in limited prescribed situations, a Government Transportation Request (GTR). See the "U.S. Government Passenger Transportation—Handbook," obtainable from:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102-118.45 How does a transportation service provider (TSP) bill my agency for transportation and transportation services?**

The manner in which your agency orders transportation and transportation services determines the manner in which a TSP bills for service. This is shown in the following table:

TRANSPORTATION SERVICE PROVIDER BILLING

(a) Ordering method	(b) Billing method
(1)(i) Government issued agency charge card, ..... (ii) Centrally billed travel account citation.	(1) Bill from charge card company (may be electronic).
(2)(i) Purchase order, ..... (ii) Bill of lading, (iii) Government Bill of Lading, (iv) Government Transportation Request.	(2) Bill from TSP (may be electronic).
(3)(i) Contractor issued individual travel charge card .....	(3) Voucher from employee (may be electronic).

## TRANSPORTATION SERVICE PROVIDER BILLING—Continued

(a) Ordering method	(b) Billing method
(ii) Personal charge card, (iii) Personal cash.	

**§ 102–118.50 How does my agency pay for transportation services?**

Your agency may pay for transportation services in three ways:

(a) *Electronic funds transfer (EFT)* (31 U.S.C. 3332, *et seq.*). Your agency is required by statute to make all payments by EFT unless your agency receives a waiver from the Department of the Treasury.

(b) *Check*. For those situations where EFT is not possible and the Department of the Treasury has issued a waiver, your agency may make payments by check.

(c) *Cash*. In very unusual circumstances and as a last option, your agency payments may be made in cash in accordance with Department of the Treasury regulations (31 CFR part 208).

**§ 102–118.55 What administrative procedures must my agency establish for payment of freight, household goods, or other transportation services?**

Your agency must establish administrative procedures which assure that the following conditions are met:

(a) The negotiated price is fair and reasonable;

(b) A document of agreement signifying acceptance of the arrangements with terms and conditions is filed with the participating agency by the TSP;

(c) The terms and conditions are included in all transportation agreements and referenced on all transportation documents (TDs);

(d) Bills are only paid to the TSP providing service under the bill of lading to your agency and may not be waived;

(e) All fees paid are accounted for in the aggregate delivery costs;

(f) All payments are subject to applicable statutory limitations;

(g) Procedures (such as an unique numbering system) are established to prevent and detect duplicate payments, properly account for expenditures and discrepancy notices;

(h) All transactions are verified with any indebtedness list. On charge card transactions, your agency must consult any indebtedness list if the charge card contract provisions allow for it; and

(i) Procedures are established to process any unused tickets.

**§ 102–118.60 To what extent must my agency use electronic commerce?**

Your agency should use electronic commerce (*i.e.*, electronic methods for ordering, receiving bills, and paying for transportation and transportation services) to the maximum extent possible.

**§ 102–118.65 Can my agency receive electronic billing for payment of transportation services?**

Yes, when mutually agreeable to the agency and the GSA Audit Division, your agency is encouraged to use electronic billing for the procurement and billing of transportation services.

**§ 102–118.70 Must my agency make all payments via electronic funds transfer?**

Yes, under 31 U.S.C. 3332, *et seq.*, your agency must make all payments for goods and services via EFT (this includes goods and services ordered using charge cards).

**§ 102–118.75 What if my agency or the TSP does not have an account with a financial institution or approved payment agent?**

Under 31 U.S.C. 3332, *et seq.*, your agency must obtain an account with a financial institution or approved payment agent in order to meet the statutory requirements to make all Federal payments via EFT unless your agency receives a waiver from the Department of the Treasury. To obtain a waiver, your agency must contact:

The Commissioner  
Financial Management Service  
Department of the Treasury  
401 Fourteenth Street, SW.  
Washington, DC 20227  
<http://www.fms.treas.gov/>

**§ 102–118.80 Who is responsible for keeping my agency's electronic commerce transportation billing records?**

Your agency's internal financial regulations will identify responsibility for recordkeeping. In addition, the GSA Audit Division keeps a central repository of electronic transportation billing records for legal and auditing purposes. Therefore, your agency must forward all relevant electronic transportation billing documents to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)

1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.85 Can my agency use a Government contractor issued charge card to pay for transportation services?**

Yes, your agency may use a Government contractor issued charge card to purchase transportation services if permitted under the charge card contract or task order. In these circumstances your agency will receive a bill for these services from the charge card company.

**§ 102–118.90 If my agency orders transportation and/or transportation services with a Government contractor issued charge card or charge account citation, is this subject to prepayment audit?**

Generally, no transportation or transportation services ordered with a Government contractor issued charge card or charge account citation can be prepayment audited because the bank or charge card contractor pays the TSP directly, before your agency receives a bill that can be audited from the charge card company. However, if your agency contracts with the charge card or charge account provider to provide for a prepayment audit, then, as long as your agency is not liable for paying the bank for improper charges (as determined by the prepayment audit verification process), a prepayment audit can be used. As with all prepayment audit programs, the charge card prepayment audit must be approved by the GSA Audit Division prior to implementation. If the charge card contract does not provide for a prepayment audit, your agency must submit the transportation line items on the charge card to the GSA Audit Division for a postpayment audit.

**§ 102–118.95 What forms can my agency use to pay transportation bills?**

Your agency must use commercial payment practices and forms to the maximum extent possible; however, when viewed necessary by your agency, your agency may use the following Government forms to pay transportation bills:

(a) Standard Form (SF) 1113, Public Voucher for Transportation Charges, and SF 1113–A, Memorandum Copy;

(b) Optional Form (OF) 1103, Government Bill of Lading and OF 1103A Memorandum Copy (used for movement of things, both privately owned and Government property for official uses);

(c) OF 1169, Government Transportation Request (used to pay for tickets to move people); and

(d) OF 1203, Privately Owned Personal Property Government Bill of Lading, and OF 1203A, Memorandum Copy (used by the Department of Defense to move private property for official transfers).

**Note to § 102–118.95:** By September 30, 2001, your agency may no longer use the GBLs (OF 1103 and OF 1203) for domestic shipments. After September 30, 2000, your agency should minimize the use of GTRs (OF 1169).

**§ 102–118.100 What must my agency ensure is on each SF 1113?**

Your agency must ensure during its prepayment audit of a TSP bill that the TSP filled out the Public Vouchers, SF 1113, completely including the taxpayer identification number (TIN), and standard carrier alpha code (SCAC). An SF 1113 must accompany all billings.

**§ 102–118.105 Where can I find the rules governing the use of a Government Bill of Lading?**

The “U.S. Government Freight Transportation—Handbook” contains information on how to prepare this GBL form. To get a copy of this handbook, you may write to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.110 Where can I find the rules governing the use of a Government Transportation Request?**

The “U.S. Government Passenger Transportation—Handbook” contains information on how to prepare this GTR form. To get a copy of this handbook, you may write to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.115 Must my agency use a GBL?**

No, your agency is not required to use a GBL and must use commercial payment practices to the maximum extent possible. Effective September 30, 2001, your agency must phase out the use of the Optional Forms 1103 and

1203 for domestic shipments. After this date, your agency may use the GBL solely for international shipments.

**§ 102–118.120 Must my agency use a GTR?**

No, your agency is not required to use a GTR. Your agency must adopt commercial practices and eliminate GTR use to the maximum extent possible.

**§ 102–118.125 What if my agency uses a TD other than a GBL?**

If your agency uses any other TD for shipping under its account, the requisite and the named safeguards must be in place (i.e., terms and conditions found herein and in the “U.S. Government Freight Transportation—Handbook,” appropriate numbering, etc.).

**§ 102–118.130 Must my agency use a GBL for express, courier, or small package shipments?**

No, however, in using commercial forms all shipments must be subject to the terms and conditions set forth for use of a bill of lading for the Government. Any other non-conflicting applicable contracts or agreements between the TSP and an agency involving buying transportation services for Government traffic remain binding. This purchase does not require a SF 1113. When you are using GSA’s schedule for small package express delivery, the terms and conditions of that contract are binding.

**102–118.135 Where are the mandatory terms and conditions governing the use of bills of lading?**

The mandatory terms and conditions governing the use of bills of lading are contained in this part and the “U.S. Government Freight Transportation Handbook.”

**102–118.140 What are the major mandatory terms and conditions governing the use of GBLs and bills of lading?**

The mandatory terms and conditions governing the use of GBLs and bills of lading are:

(a) Unless otherwise permitted by statute, the TSP must not demand prepayment or collect charges from the consignee. The TSP, providing service under the bill of lading, must present the original, properly certified GBL or bill of lading attached to an SF 1113, Public Voucher for Transportation Charges, to the paying office for payment;

(b) The shipment must be made at the restricted or limited valuation specified in the tariff or classification or limited contract, arrangement or exemption at or under which the lowest rate is

available, unless indicated on the GBL or bill of lading. (This is commonly referred to as an alternation of rates);

(c) Receipt for the shipment is subject to the consignee’s annotation of loss, damage, or shrinkage on the delivering TSP’s documents and the consignee’s copy of the same documents. If loss or damage is discovered after delivery or receipt of the shipment, the consignee must promptly notify the nearest office of the last delivering TSP and extend to the TSP the privilege of examining the shipment;

(d) The rules and conditions governing commercial shipments for the time period within which notice must be given to the TSP, or a claim must be filed, or suit must be instituted, shall not apply if the shipment is lost, damaged or undergoes shrinkage in transit. Only with the written concurrence of the Government official responsible for making the shipment is the deletion of this item considered to valid;

(e) Interest shall accrue from the voucher payment date on the overcharges made and shall be paid at the same rate in effect on that date as published by the Secretary of the Treasury pursuant to the Debt Collection Act of 1982 31 U.S.C. 3717); and

(f) Additional mandatory terms and conditions are in this part and the “U.S. Government Freight Transportation—Handbook.”

**102–118.145 Where are the mandatory terms and conditions governing the use of passenger transportation documents?**

The mandatory terms and conditions governing the use of passenger transportation documents are contained in this part and the “U.S. Government Passenger Transportation—Handbook.”

**102–118.150 What are the major mandatory terms and conditions governing the use of passenger transportation documents?**

The mandatory terms and conditions governing the use of passenger transportation documents are:

(a) Government travel must be via the lowest cost available, that meets travel requirements; e.g., Government contract, fare, through, excursion, or reduced one way or round trip fare. This should be done by entering the term “lowest coach” on the Government travel document if the specific fare basis is not known;

(b) The U.S. Government is not responsible for charges exceeding those applicable to the type, class, or character authorized in transportation documents;



(c) The U.S. Government contractor-issued charge card must be used to the maximum extent possible to procure passenger transportation tickets. GTRs must be used minimally;

(d) Government passenger transportation documents must be in accordance with Federal Travel Regulation Chapters 300 and 301 (41 CFR chapters 300 and 301), and the "U.S. Government Passenger Transportation—Handbook";

(e) Interest shall accrue from the voucher payment date on overcharges made hereunder and shall be paid at the same rate in effect on that date as published by the Secretary of the Treasury pursuant to the Debt Collection Act of 1982;

(f) The TSP must insert on the TD any known dates on which travel commenced;

(g) The issuing official or traveler, by signature, certifies that the requested transportation is for official business;

(h) The TSP must not honor any request containing erasures or alterations unless the TD contains the authentic, valid initials of the issuing official; and

(i) Additional mandatory terms and conditions are in this part and the "U. S. Government Passenger Transportation—Handbook."

**§ 102–118.155 How does my agency handle supplemental billings from the TSP after payment of the original bill?**

Your agency must process, review, and verify supplemental billings using the same procedures as on an original billing. If the TSP disputes the findings, your agency must attempt to resolve the disputed amount.

**§ 102–118.160 Who is liable if my agency makes an overpayment on a transportation bill?**

If the agency conducts prepayment audits of its transportation bills, agency transportation certifying and disbursing officers are liable for any overpayments made. If GSA has granted a waiver to the prepayment audit requirement and the agency performs a postpayment audit (31 U.S.C. 3528 and 31 U.S.C. 3322) neither the certifying nor disbursing officers are liable for the reasons listed in these two cited statutes.

**§ 102–118.165 What must my agency do if it finds an error on a TSP bill?**

Your agency must advise the TSP via statement of difference of any adjustment that you make either electronically or in writing within 7 days of receipt of the bill, as required by the Prompt Payment Act (31 U.S.C. 3901, *et seq.*). This notice must include

the TSP's taxpayer identification number, standard carrier alpha code, bill number and document reference number, agency name, amount requested by the TSP, amount paid, payment voucher number, complete tender or tariff authority, the applicable rate authority and the complete fiscal authority including the appropriation.

**§ 102–118.170 Will GSA continue to maintain a centralized numbering system for Government transportation documents?**

Yes, GSA will maintain a numbering system for GBLs and GTRs. For commercial TDs, each agency must create a unique numbering system to account for and prevent duplicate numbers. The GSA Audit Division must approve this system. Write to:

General Services Administration  
Federal supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**Subpart C—Use of Government Billing Documents**

**Terms and Conditions Governing Acceptance and Use of a Government Bill of Lading (GBL) or Government Transportation Request (GTR) (Until Form Retirement)**

**§ 102–118.175 Must my agency prepare for the GBL retirement?**

Yes, your agency must prepare for the GBL retirement. Effective September 30, 2001, your agency must phase out the use of the SF 1103, Government Bill of Lading, GBL, and SF 1203, Privately Owned Personal Property Government Bill of Lading (PPGBLs), for domestic shipments. After September 30, 2001, your agency may use the GBL or PPGBL solely for international shipments (including domestic overseas shipments).

**§ 102–118.180 Must my agency prepare for the GTR retirement?**

Yes, your agency must use the GTR only in situations that do not lend themselves to the use of commercial payment methods.

**§ 102–118.185 When buying freight transportation, must my agency reference the applicable contract or tender on the bill of lading (including a GBL)?**

Yes, your agency must reference the applicable contract or tender when buying transportation on a bill of lading (including GBLs). However, the referenced information on a GBL or bill of lading does not limit an audit of charges.

**§ 102–118.190 When buying passenger transportation must my agency reference the applicable contract?**

Yes, when buying passenger transportation, your agency must reference the applicable contract on a GTR or passenger transportation document (e.g., ticket).

**§ 102–118.195 What documents must a transportation service provider (TSP) send to receive payment for a transportation billing?**

For shipments bought on a TD, the TSP must submit an original properly certified GBL, PPGBL, or bill of lading attached to an SF 1113, Public Voucher for Transportation Charges. The TSP must submit this package and all supporting documents to the agency paying office.

**§ 102–118.200 Can a TSP demand advance payment for the transportation charges submitted on a bill of lading (including GBL)?**

No, a TSP cannot demand advance payment for transportation charges submitted on a bill of lading (including GBL), unless authorized by law.

**§ 102–118.205 May my agency pay an agent functioning as a warehouseman for the TSP providing service under the bill of lading?**

No, your agency may only pay the TSP with whom it has a contract. The bill of lading will list the TSP with whom the Government has a contract.

**§ 102–118.210 May my agency use bills of lading other than the GBL for a transportation shipment?**

Yes, as long as the mandatory terms and conditions contained in this part (as also stated on a GBL) apply. The TSP must agree in writing to the mandatory terms and conditions (also found in the "U.S. Government Freight Transportation Handbook") contained in this part.

**§ 102–118.215 May my agency pay a TSP any extra fees to pay for the preparation and use of the GBL or GTR?**

No, your agency must not pay any additional charges for the preparation and use of the GBL or GTR. Your agency may not pay a TSP a higher rate than comparable under commercial procedures for transportation bought on a GBL or GTR.

**§ 102–118.220 If a transportation debt is owed to my agency by a TSP because of loss or damage to property, does my agency report it to GSA?**

No, if your agency has administratively determined that a TSP owes a debt resulting from loss or damage, follow your agency regulations.



**§ 102–118.225 What constitutes final receipt of shipment?**

Final receipt of the shipment occurs when the consignee or a TSP acting on behalf of the consignee with the agency's permission, fully signs and dates both the delivering TSP's documents and the consignee's copy of the same documents indicating delivery and/or explaining any delay, loss, damage, or shrinkage of shipment.

**§ 102–118.230 What if my agency creates or eliminates a field office approved to prepare transportation documents?**

Your agency must tell the GSA Audit Division whenever it approves a new or existing agency field office to prepare transportation documents or when an agency field office is no longer authorized to do so. This notice must show the name, field office location of the bureau or office, and the date on which your agency granted or canceled its authority to schedule payments for transportation service.

**Agency Responsibilities When Using Government Bills of Lading (GBLs) or Government Transportation Requests (GTRs)****§ 102–118.235 Must my agency keep physical control and accountability of the GBL and GTR forms or GBL and GTR numbers?**

Yes, your agency is responsible for the physical control and accountability of the GBL and GTR stock and must have procedures in place and available for inspection by GSA. Your agency must consider these Government transportation documents to be the same as money.

**§ 102–118.240 How does my agency get GBL and GTR forms?**

Your agency can get GBL and GTR forms, in either blank or prenumbered formats, from:

General Services Administration  
Federal Supply Service  
General Products Commodity Center (7FXM–WS)  
819 Taylor Street, Room 6A24  
Fort Worth, TX 76102

**§ 102–118.245 How does my agency get an assigned set of GBL or GTR numbers?**

If your agency does not use prenumbered GBL and GTR forms, you may get an assigned set of numbers from:

General Services Administration  
Federal Supply Service  
General Products Commodity Center (7FXM–WS)  
819 Taylor Street, Room 6A24  
Fort Worth, TX 76102

**§ 102–118.250 Who is accountable for the issuance and use of GBL and GTR forms?**

Agencies and employees are responsible for the issuance and use of GBL and GTR forms and are accountable for their disposition.

**§ 102–118.255 Are GBL and GTR forms numbered and used sequentially?**

Yes, GBL and GTR forms are always sequentially numbered when printed and/or used. No other numbering of the forms, including additions or changes to the prefixes or additions of suffixes, is permitted.

**Quotations, Tenders or Contracts****§ 102–118.260 Must my agency send all quotations, tenders, or contracts with a TSP to GSA?**

(a) Yes, your agency must send two copies of each quotation, tender, or contract of special rates, fares, charges, or concessions with TSPs including those authorized by 49 U.S.C. 10721 and 13712, upon execution to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

(b) When this information is in an electronic format approved by the GSA Audit Division, your agency will transfer the information electronically.

**Subpart D—Prepayment Audits of Transportation Services****Agency Requirements for Prepayment Audits****§ 102–118.265 What is a prepayment audit?**

A prepayment audit is a review of a transportation service provider (TSP) bill that occurs prior to your agency making payment to a TSP. This review compares the charges on the bill against the charge permitted under the contract, rate tender, or other agreement under which the TSP provided the transportation and/or transportation related services.

**§ 102–118.270 Must my agency establish a prepayment audit program?**

(a) Yes, under 31 U.S.C. 3726, your agency is required to establish a prepayment audit program. Your agency must send a preliminary copy of your prepayment audit program to:

General Services Administration  
Office of Transportation and Personal Property (MT)  
1800 F Street, NW.  
Washington, DC 20405  
<http://policyworks.gov/org/main/MT>

(b) The final plan must be approved and in place by April 20, 2000.

**§ 102–118.275 What must my agency consider when designing and implementing a prepayment audit program?**

As shown in § 102–118.45, the manner in which your agency orders transportation services determines how and by whom the bill for those services will be presented. Your agency's prepayment audit program must consider all of the methods that you use to order and pay for transportation services. With each method of ordering transportation services, your agency should ensure that each TSP bill or employee travel voucher contains enough information for the prepayment audit to determine which contract or rate tender is used and that the type and quantity of any additional services are clearly delineated. Each method of ordering transportation and transportation services may require a different kind of prepayment audit.

**§ 102–118.280 What advantages does the prepayment audit offer my agency?**

Prepayment auditing will allow your agency to detect and eliminate billing errors before payment and will eliminate the time and cost of recovering agency overpayments.

**§ 102–118.285 What options for performing a prepayment audit does my agency have?**

Your agency may perform a prepayment audit by:

- (a) Creating an internal prepayment audit program;
- (b) Contracting directly with a prepayment audit service provider; or
- (c) Using the services of a prepayment audit contractor under GSA's multiple award schedule covering audit and financial management services.

**Note to § 102–118.285:** Either of the choices in paragraph (a), (b) or (c) of this section might include contracts with charge card companies that provide prepayment audit services.

**§ 102–118.290 Must every electronic and paper transportation bill undergo a prepayment audit?**

Yes, all transportation bills and payments must undergo a prepayment audit unless your agency's prepayment audit program uses a statistical sampling technique of the bills or the Administrator of General Services grants a specific waiver from the prepayment audit requirement. If your agency chooses to use statistical sampling, all bills must be at or below the Comptroller General specified limit of \$2,500.00 (31 U.S.C. 3521(b) and General Accounting Office Policy and

Procedures Manual Chapter 7, obtainable from:

U.S. General Accounting Office  
P.O. Box 6015  
Gaithersburg, MD 20884-6015  
<http://www.gao.gov>

**§ 102-118.295 What are the limited exceptions to every bill undergoing a prepayment audit?**

The limited exceptions to bills undergoing a prepayment audit are those bills subject to a waiver from GSA (which may include bills determined to be below your agency's threshold). The waiver to prepayment audit requirements may be for bills, mode or modes of transportation or for an agency or subagency.

**§ 102-118.300 How does my agency fund its prepayment audit program?**

Your agency must pay for the prepayment audit from those funds appropriated for transportation services.

**§ 102-118.305 Must my agency notify the TSP of any adjustment to the TSP's bill?**

Yes, your agency must notify the TSP of any adjustment to the TSP's bill either electronically or in writing within 7 days of receipt of the bill. This notice must refer to the TSP's bill number, agency name, taxpayer identification number, standard carrier alpha code, document reference number, amount billed, amount paid, payment voucher number, complete tender or tariff authority, including item or section number.

**§ 102-118.310 Must my agency prepayment audit program establish appeal procedures whereby a TSP may appeal any reduction in the amount billed?**

Yes, your agency must establish an appeal process that directs TSP appeals to an agency official who is able to provide adequate consideration and review of the circumstances of the claim. Your agency must complete the review of the appeal within 30 days.

**§ 102-118.315 What must my agency do if the TSP disputes the findings and my agency cannot resolve the dispute?**

(a) If your agency is unable to resolve the disputed amount with the TSP, your agency should forward all relevant documents including a complete billing history, and the appropriation or fund charged, to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

(b) The GSA Audit Division will review the appeal of an agency's final,

full or partial denial of a claim and issue a decision. A TSP must submit claims within 3 years under the guidelines established in § 102-118.460.

**§ 102-118.320 What information must be on transportation bills that have completed my agency's prepayment audit?**

(a) The following information must be annotated on all transportation bills that have completed a prepayment audit:

- (1) The date received from a TSP;
- (2) A TSP's bill number;
- (3) Your agency name;
- (4) A Document Reference Number (DRN);
- (5) The amount billed;
- (6) The amount paid;
- (7) The payment voucher number;
- (8) Complete tender or tariff authority, including item or section number;
- (9) The TSP's taxpayer identification number (TIN);
- (10) The TSP's standard carrier alpha code (SCAC);
- (11) The auditor's authorization code or initials; and
- (12) A copy of any statement of difference sent to the TSP.

(b) Your agency can find added guidance in the "U.S. Government Freight Transportation—Handbook," obtainable from:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**Maintaining an Approved Program**

**§ 102-118.325 Must I get approval for my agency's prepayment audit program?**

Yes, your agency must get approval for your prepayment audit program. The highest level budget or financial official of each agency, such as the Chief Financial Officer, initially approves your agency's prepayment audit program. After internal agency approval, your agency submits the plan in writing to the GSA Audit Division for final approval.

**§ 102-118.330 What are the elements of an acceptable prepayment audit program?**

An acceptable prepayment audit program must:

- (a) Verify all transportation bills against filed rates and charges before payment;
- (b) Comply with the Prompt Payment Act (31 U.S.C. 3901, *et seq.*);
- (c) Allow for your agency to establish minimum dollar thresholds for transportation bills subject to audit;
- (d) Require your agency's paying office to offset debts from amounts owed to the TSP within the 3 years as per 31 U.S.C. 3726(b);

(e) Be approved by the GSA Audit Division. After the initial approval, the agency may be subject to periodic program review and reapproval;

(f) Complete accurate audits of transportation bills and notify the TSP of any adjustment within 7 calendar days of receipt;

(g) Create accurate notices to the TSPs that describe in detail the reasons for any full or partial rejection of the stated charges on the invoice. An accurate notice must include the TSP's invoice number, the billed amount, TIN, standard carrier alpha code, the charges calculated by the agency, and the specific reasons including applicable rate authority for the rejection;

(h) Forward documentation monthly to the GSA Audit Division, which will store paid transportation bills under the General Records Schedule 9, Travel and Transportation (36 CFR Chapter XII, 1228.22) which requires keeping records for 3 years. GSA will arrange for storage of any document requiring special handling (*e.g.*, bankruptcy, court case, *etc.*). These bills will be retained pursuant to 44 U.S.C. 3309 until claims have been settled;

(i) Establish procedures in which transportation bills not subject to prepayment audit (*i.e.*, bills for unused tickets and charge card billings) are handled separately and forwarded to the GSA Audit Division; and

(j) Implement a unique agency numbering system to handle commercial paper and practices (see § 102-118.55).

**§ 102-118.335 What does the GSA Audit Division consider when verifying an agency prepayment audit program?**

The GSA Audit Division bases verification of agency prepayment audit programs on objective cost-savings, paperwork reductions, current audit standards and other positive improvements, as well as adherence to the guidelines listed in this part.

**§ 102-118.340 How does my agency contact the GSA Audit Division?**

Your agency may contact the GSA Audit Division by writing to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102-118.345 If my agency chooses to change an approved prepayment audit program, does the program need to be reapproved?**

Yes, you must receive approval of any changes in your agency's prepayment

audit program from the GSA Audit Division.

#### **Liability for Certifying and Disbursing Officers**

##### **§ 102–118.350 Does establishing a prepayment audit system or program change the responsibilities of the certifying officers?**

Yes, in a prepayment audit environment, an official certifying a transportation voucher is held liable for verifying transportation rates, freight classifications, and other information provided on a transportation billing instrument or transportation request undergoing a prepayment audit (31 U.S.C. 3528).

##### **§ 102–118.355 Does a prepayment audit waiver change any liabilities of the certifying officer?**

Yes, a certifying official is not personally liable for verifying transportation rates, freight classifications, or other information provided on a GBL or passenger transportation request when the Administrator of General Services or designee waives the prepayment audit requirement and your agency uses postpayment audits.

##### **§ 102–118.360 What relief from liability is available for the certifying official under a postpayment audit?**

The agency counsel relieves a certifying official from liability for overpayments in cases where postpayment is the approved method of auditing and:

(a) The overpayment occurred solely because the administrative review before payment did not verify transportation rates; and

(b) The overpayment was the result of using improper transportation rates or freight classifications or the failure to deduct the correct amount under a land grant law or agreement.

##### **§ 102–118.365 Do the requirements of a prepayment audit change the disbursing official's liability for overpayment?**

Yes, the disbursing official has a liability for overpayments on all transportation bills subject to prepayment audit (31 U.S.C. 3322).

##### **§ 102–118.370 Where does relief from prepayment audit liability for certifying, accountable, and disbursing officers reside in my agency?**

Your agency's counsel has the authority to relieve liability and give advance opinions on liability issues to certifying, accountable, and disbursing officers (31 U.S.C. 3527).

#### **Waivers from Mandatory Prepayment Audit**

##### **§ 102–118.375 Who has the authority to grant a waiver of the prepayment audit requirement?**

Only the Administrator of General Services or designee has the authority to grant waivers from the prepayment audit requirement.

##### **§ 102–118.380 How does my agency apply for a waiver from a prepayment audit of requirement?**

Your agency must submit a request for a waiver from the requirement to perform a prepayment in writing to:

General Services Administration  
Office of Transportation and Personal Property (MT)  
1800 F Street, NW.  
Washington, DC 20405  
<http://policyworks.gov/org/main/MT>

##### **§ 102–118.385 What must a waiver request include?**

A waiver request must explain in detail how the use of a prepayment audit increases costs over a postpayment audit, decreases efficiency, involves a relevant public interest, adversely affects the agency's mission, or is not feasible for the agency. A waiver request must identify the mode or modes of transportation, agency or subagency to which the waiver would apply.

##### **§ 102–118.390 On what basis does GSA grant a waiver to the prepayment audit requirement?**

GSA issues waivers to the prepayment audit requirement based on:

- (a) Cost-effectiveness;
- (b) Government efficiency;
- (c) Public interest; or
- (d) Other factors the Administrator of General Services considers appropriate.

##### **§ 102–118.395 How long will GSA take to respond to a waiver request?**

GSA will respond to a written waiver request within 30 days from the receipt of the request.

##### **§ 102–118.400 Must my agency renew a waiver of the prepayment audit requirements?**

Yes, your agency waiver to the prepayment audit requirement will not exceed 2 years. Your agency must reapply to ensure the circumstances at the time of approval still apply.

##### **§ 102–118.405 Are my agency's prepayment audited transportation bills subject to periodic postpayment audit oversight from the GSA Audit Division?**

Yes, two years or more after starting prepayment audits, the GSA Audit Division (depending on its evaluation of the results) may subject your agency's

prepayment audited transportation bills to periodic postpayment audit oversight rather than blanket postpayment audits. The GSA Audit Division will then prepare a report analyzing the success of your agency's prepayment audit program. This report will be on file at GSA and available for your review.

#### **Suspension of Agency Prepayment Audit Programs**

##### **§ 102–118.410 Can GSA suspend my agency's prepayment audit program?**

(a) Yes, the Director of the GSA Audit Division may suspend your agency's prepayment audit program based on his or her determination of a systematic or frequent failure of the program to:

- (1) Conduct an accurate prepayment audit of your agency's transportation bills;
- (2) Abide by the terms of the Prompt Payment Act;
- (3) Adjudicate TSP claims disputing prepayment audit positions of the agency regularly within 30 days of receipt;
- (4) Follow Comptroller General decisions, GSA Board of Contract Appeals decisions, the Federal Management Regulation and GSA instructions or precedents about substantive and procedure matters; and/or

(5) Provide information and data or to cooperate with on-site inspections necessary to conduct a quality assurance review.

(b) A systematic or a multitude of individual failures will result in suspension. A suspension of an agency's prepayment audit program may be in whole or in part for failure to conduct proper prepayment audits.

#### **Subpart E—Postpayment Transportation Audits**

##### **§ 102–118.415 Will the widespread mandatory use of prepayment audits eliminate postpayment audits?**

No, the mandatory use of prepayment audits will not eliminate postpayment audits because:

(a) Postpayment audits will continue for those areas which do not lend themselves to the prepayment audit; and

(b) The GSA Audit Division will continue to review and survey the progress of the prepayment audit by performing a postpayment audit on the bills. The GSA Audit Division has a Congressionally mandated responsibility under 31 U.S.C. 3726 to perform oversight on transportation bill payments. During the early startup period for prepayment audits, transportation bills are subject to a

possible postpayment audit to discover the effectiveness of the prepayment audit process.

**§ 102–118.420 Can the Administrator of General Services waive the postpayment auditing provisions of this subpart?**

Yes, in certain circumstances, the Administrator of General Services or designee may waive the postpayment audit oversight requirements of this subpart on a case by case basis.

**§ 102–118.425 Is my agency allowed to perform a postpayment audit on our transportation bills?**

No, your agency must forward all transportation bills to GSA for a postpayment audit regardless of any waiver allowing for postpayment audit.

**§ 102–118.430 What information must be on my agency's transportation bills submitted for a postpayment audit?**

Your agency must annotate all of its transportation bills submitted for postpayment audit with:

- (a) The date received from a TSP;
- (b) A TSP's bill number;
- (c) Your agency name;
- (d) A Document Reference Number;
- (e) The amount requested;
- (f) The amount paid;
- (g) The payment voucher number;
- (h) Complete tender or tariff authority, including contract price (if purchased under the Federal Acquisition Regulation), item or section number;
- (i) The TSP's taxpayer identification number; and
- (j) The TSP's standard carrier alpha code (SCAC).

**§ 102–118.435 What procedures does GSA use to perform a postpayment audit?**

When GSA performs a postpayment audit, the GSA Audit Division has the delegated authority to implement the following procedures:

- (a) Audit selected TSP bills after payment;
- (b) Audit selected TSP bills before payment as needed to protect the Government's interest (i.e., bankruptcy, fraud);
- (c) Examine, settle, and adjust accounts involving payment for transportation and related services for the account of agencies;
- (d) Adjudicate and settle transportation claims by and against agencies;

(e) Offset an overcharge by any TSP from an amount subsequently found to be due that TSP;

(f) Issue a Notice of Overcharge stating that a TSP owes a debt to the agency. This notice states the amount paid, the basis for the proper charge for the document reference number, and cites applicable tariff or tender along with other data relied on to support the overcharge. A separate Notice of Overcharge is prepared and mailed for each bill; and

(g) Issue a GSA Notice of Indebtedness when a TSP owes an ordinary debt to an agency. This notice states the basis for the debt, the TSP's rights, interest, penalty, and other results of nonpayment. The debt is due immediately and subject to interest charges, penalties, and administrative cost under 31 U.S.C. 3717.

**§ 102–118.440 What are the postpayment audit responsibilities and roles of the GSA Audit Division?**

When the GSA Audit Division performs a postpayment audit for your agency, GSA will:

- (a) Examine and analyze payments to discover their validity, relevance and conformity with tariffs, quotations, contracts, agreements or tenders and make adjustments to protect the interest of an agency;
- (b) Examine, adjudicate, and settle transportation claims by and against the agency;
- (c) Collect from TSPs by refund, setoff, offset or other means, the amounts determined to be due the agency;
- (d) Adjust, terminate or suspend debts due on TSP overcharges;
- (e) Prepare reports to the Attorney General of the United States with recommendations about the legal and technical bases available for use in prosecuting or defending suits by or against an agency and provide technical, fiscal, and factual data from relevant records;
- (f) Provide transportation specialists and lawyers to serve as expert witnesses, assist in pretrial conferences, draft pleadings, orders, and briefs, and participate as requested in connection with transportation suits by or against an agency;
- (g) Review agency policies, programs, and procedures to determine their

adequacy and effectiveness in the audit of freight or passenger transportation payments, and review related fiscal and transportation practices;

(h) Furnish information on rates, fares, routes, and related technical data upon request;

(i) Tell an agency of irregular shipping routing practices, inadequate commodity descriptions, excessive transportation cost authorizations, and unsound principles employed in traffic and transportation management; and

(j) Confer with individual TSPs or related groups and associations presenting specific modes of transportation to resolve mutual problems concerning technical and accounting matters and acquainting them with agency requirements.

**§ 102–118.445 Must my agency pay for a postpayment audit when using the GSA Audit Division?**

No, the expenses of postpayment audit contract administration and audit-related functions are financed from overpayments collected from the TSP's bills previously paid by the agency and similar type of refunds.

**Subpart F—Claims and Appeal Procedures**

**General Agency Information for All Claims**

**§ 102–118.450 Can a TSP file a transportation claim against my agency?**

Yes, a TSP may file a transportation claim against your agency under 31 U.S.C. 3726 for:

- (a) Amounts owed but not included in the original billing;
- (b) Amounts deducted or set off by an agency that are disputed by the TSP;
- (c) Requests by a TSP for amounts previously refunded in error by that TSP; and/or
- (d) Unpaid original bills requiring direct settlement by GSA, including those subject to doubt about the suitability of payment (mainly bankruptcy or fraud).

**§ 102–118.455 What is the time limit for a TSP to file a transportation claim against my agency?**

The time limits on a TSP transportation claim against the Government differ by mode as shown in the following table:

TIME LIMITS ON ACTIONS TAKEN BY TSP

Mode	Freight charges	Statute
(a) Air Domestic .....	6 years .....	28 U.S.C. 2401, 2501.

TIME LIMITS ON ACTIONS TAKEN BY TSP—Continued

Mode	Freight charges	Statute
(b) Air International .....	6 years .....	28 U.S.C. 2401, 2501.
(c) Freight Forwarders (subject to the IC Act) .....	3 years .....	49 U.S.C. 14705(f).
(d) Motor .....	3 years .....	49 U.S.C. 14705(f).
(e) Rail .....	3 years .....	49 U.S.C. 14705(f).
(f) Water (subject to the IC Act) .....	3 years .....	49 U.S.C. 14705(f).
(g) Water (not subject to the IC Act) .....	2 years .....	46 U.S.C. 745.
(h) TSPs exempt from regulation .....	6 years .....	28 U.S.C. 2401, 2501.

**§ 102-118.460** What is the time limit for my agency to file a court claim with a TSP for freight charges, reparations, and loss or damage to the property? and may involve freight charges. The following tables list the time limits:

Statutory time limits vary depending on the mode and the service involved

(A) TIME LIMITS ON ACTIONS TAKEN BY THE FEDERAL GOVERNMENT AGAINST TSPS

Mode	Freight charges	Reparations	Loss and damage
(1) Rail .....	3 years 49 U.S.C. 11705 .....	3 years 49 U.S.C. 11705 .....	6 years. 28 U.S.C. 2415.
(2) Motor .....	3 years 49 U.S.C. 14705(f) .....	3 years 49 U.S.C. 14705(f) .....	6 years. 28 U.S.C. 2415.
(3) Freight Forwarders subject to the IC Act.	3 years 49 U.S.C. 14705(f) .....	3 years 49 U.S.C. 14705(f) .....	6 years. 28 U.S.C. 2415.
(4) Water (subject to the IC Act).	3 years 49 U.S.C. 14705(f) .....	3 years 49 U.S.C. 14705(f) .....	6 years. 28 U.S.C. 2415.
(5) Water (not subject to the IC Act).	6 years 28 U.S.C. 2415 .....	2 years 46 U.S.C. 821 .....	1 year. 46 U.S.C. 1303(6) (if subject to Carriage of Goods by Sear Act, 46 U.S.C. 1300-1315).
(6) Domestic Air .....	6 years 28 U.S.C. 2415 .....	.....	6 years. 28 U.S.C. 2415.
(7) International Air .....	6 years 28 U.S.C. 2415 .....	.....	2 years. 49 U.S.C. 40105.

(B) Time Limits on Actions Taken by the Federal Government Against TSPs Exempt From Regulation

Mode	Freight	Reparations	Loss and damage
(1) All .....	6 years 28 U.S.C. 2415 .....	.....	6 years. 28 U.S.C. 2415.

**§ 102–118.465 Must my agency pay interest on a disputed amount claimed by a TSP?**

No, interest penalties under the Prompt Payment Act, (31 U.S.C. 3901, *et seq.*), are not required when payment is delayed because of a dispute between an agency and a TSP.

**§ 102–118.470 Are there statutory time limits for a TSP on filing an administrative claim with the GSA Audit Division?**

Yes, an administrative claim must be received by the GSA Audit Division or its designee (the agency where the claim arose) within 3 years beginning the day after the latest of the following dates (except in time of war):

- (a) Accrual of the cause of action;
- (b) Payment of charges for the transportation involved;
- (c) Subsequent refund for overpayment of those charges; or
- (d) Deductions made to a TSP claim by the Government under 31 U.S.C. 3726.

**§ 102–118.475 Does interest apply after certification of payment of claims?**

Yes, interest under the Prompt Payment Act (31 U.S.C. 3901, *et seq.*) begins 30 days after certification for payment by GSA.

**§ 102–118.480 How does my agency settle disputes with a TSP?**

As a part of the prepayment audit program, your agency must have a plan to resolve disputes with a TSP. This program must allow a TSP to appeal payment decisions made by your agency.

**§ 102–118.485 Is there a time limit for my agency to issue a decision on disputed claims?**

Yes, your agency must issue a ruling on a disputed claim within 30 days of receipt of the claim.

**§ 102–118.490 What if my agency fails to settle a dispute within 30 days?**

(a) If your agency fails to settle a dispute within 30 days, the TSP may appeal to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
Code: CC 1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

(b) If the TSP disagrees with the administrative settlement by the Audit Division, the TSP may appeal to the General Services Board of Contract Appeals.

**§ 102–118.495 May my agency appeal a decision by the General Services Board of Contract Appeals (GSBCA)?**

No, your agency may not appeal a decision made by the GSBCA.

**§ 102–118.500 How does my agency handle a voluntary refund submitted by a TSP?**

(a) An agency must report all voluntary refunds to the GSA Audit Division (so that no Notice of Overcharge or financial offset occurs), unless other arrangements are made (*e.g.*, charge card refunds, etc.). These reports must be addressed to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
Code: CC  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

(b) Once a Notice of Overcharge is issued by the GSA Audit Division, then any refund is no longer considered voluntary and the agency must forward the refund to the GSA Audit Division.

**§ 102–118.505 Must my agency send a voluntary refund to the Treasurer of the United States?**

No, your agency may keep and use voluntary refunds submitted by a TSP, if the refund was made prior to a Notice of Overcharge issued by the GSA Audit Division.

**§ 102–118.510 Can my agency revise or alter a GSA Form 7931, Certificate of Settlement?**

Generally, no, an agency must not revise or alter amounts on a GSA Form 7931. The only change an agency can make to a GSA Form 7931 is to change the agency financial data to a correct cite. Any GSA Form 7931 that cannot be paid (*e.g.*, an amount previously paid), must be immediately returned to the GSA Audit Division with an explanation.

**§ 102–118.515 Does my agency have any recourse not to pay a Certificate of Settlement?**

No, a Certificate of Settlement is the final administrative action.

**§ 102–118.520 Who is responsible for determining the standards for collection, compromise, termination, or suspension of collection action on any outstanding debts to my agency?**

Under the Federal Claims Collection Act of 1966, as amended (31 U.S.C. 3711, *et seq.*), the Comptroller General and the Attorney General have joint responsibility for issuing standards for your agency.

**§ 102–118.525 What are my agency's responsibilities for verifying the correct amount of transportation charges?**

Your agency's employees are responsible for diligently verifying the correct amount of transportation charges prior to payment (31 U.S.C. 3527).

**§ 102–118.530 Will GSA instruct my agency's disbursing offices to offset unpaid TSP billings?**

Yes, GSA will instruct one or more of your agency's disbursing offices to deduct the amount due from an unpaid TSP's bill. A 3-year limitation applies on the deduction of overcharges from amounts due a TSP (31 U.S.C. 3726) and a 10-year limitation applies on the deduction of ordinary debts (31 U.S.C. 3716).

**§ 102–118.535 Are there principles governing my agency's TSP debt collection procedures?**

Yes, the principles governing your agency collection procedures for reporting debts to the General Accounting Office (GAO) or the Department of Justice are found in 4 CFR parts 101 through 105 and in the GAO Policy and Procedures Manual for Guidance of Federal Agencies. The manual may be obtained by writing:

Superintendent of Documents  
Government Printing Office  
Washington, DC 20402  
<http://www.access.gpo.gov/>

**§ 102–118.540 Who has the authority to audit, settle accounts, and/or start collection action for all transportation services provided for my agency?**

The Director of the GSA Audit Division has the authority and responsibility to audit and settle all transportation related accounts (31 U.S.C. 3726). The reason for this is that he or she has access to Governmentwide data on a TSP's payments and billings with the Government. Your agency has the responsibility to correctly pay individual transportation claims.

**Transportation Service Provider (TSP) Filing Requirements****§ 102–118.545 What information must a TSP claim include?**

Transportation service provider (TSP) claims received by GSA or its designee must include one of the following:

(a) The signature of an individual or party legally entitled to receive payment for services on behalf of the TSP;

(b) The signature of the TSP's agent or attorney accompanied by a duly executed power of attorney or other documentary evidence of the agent's or attorney's right to act for the TSP; or

(c) An electronic signature, when mutually agreed upon.

**§ 102–118.550 How does a TSP file an administrative claim using EDI or other electronic means?**

The medium and precise format of data for an administrative claim filed electronically must be approved in advance by the GSA Audit Division. GSA will use an authenticating EDI signature to certify receipt of the claim. The data on the claim must contain proof of the delivery of goods, and an itemized bill reflecting the services provided, with the lowest charges available for service. The TSP must be able to locate, identify, and reproduce the records in readable form without loss of clarity.

**§ 102–118.555 Can a TSP file a supplemental administrative claim?**

Yes, a TSP may file a supplemental administrative claim. Each supplemental claim must cover charges relating to one paid transportation document.

**§ 102–118.560 What is the required format that a TSP must use to file an administrative claim?**

A TSP must bill for charges claimed on a SF 1113, Public Voucher for Transportation Charges, in the manner prescribed in the “U.S. Government Freight Transportation—Handbook” or the “U.S. Government Passenger Transportation—Handbook.” To get a copy of these handbooks, you may write to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.565 What documentation is required when filing an administrative claim?**

An administrative claim must be accompanied by the transportation document, payment record, reports and information available to GSA and/or to the agency involved and the written and documentary records submitted by the TSP. Oral presentations supplementing the written record are not acceptable.

**Transportation Service Provider (TSP) and Agency Appeal Procedures for Prepayment Audits****§ 102–118.570 If my agency denies the TSP’s challenge to the statement of difference, may the TSP appeal?**

Yes, the TSP may appeal if your agency denies its challenge to the statement of difference. However, the appeal must be handled at a higher level in your agency.

**§ 102–118.575 If a TSP disagrees with the decision of my agency, can the TSP appeal?**

Yes, the TSP may file a claim with the GSA Audit Division, which will review the TSP’s appeal of your agency’s final full or partial denial of a claim. The TSP may also appeal to the GSA Audit Division if your agency has not responded to a challenge within 30 days.

**§ 102–118.580 May a TSP appeal a prepayment audit decision of the GSA Audit Division?**

(a) Yes, the TSP may appeal to the GSA’s Board of Contract Appeals (GSBCA), under guidelines established in this subpart, or file a claim with the United States Court of Federal Claims. The TSP’s request for review must be received by the GSBCA in writing within 6 months (not including time of war) from the date the settlement action was taken or within the periods of limitation specified in 31 U.S.C. 3726, as amended, whichever is later. The TSP must address requests to:

GSA Board of Contract Appeals  
1800 F Street, NW.  
Room 7022  
Washington, DC 20405

(b) The GSBCA will accept legible submissions via facsimile (FAX) on (202) 501–0664.

**§ 102–118.585 May a TSP appeal a prepayment audit decision of the GSBCA?**

No, a ruling by the GSBCA is the final administrative remedy available and the TSP has no statutory right of appeal. This subpart governs administrative actions only and does not affect any of the TSP’s rights. A TSP may still pursue a legal remedy through the courts.

**§ 102–118.590 May my agency appeal a prepayment audit decision of the GSA Audit Division?**

No, your agency may not appeal. A GSA Audit Division decision is administratively final for your agency.

**§ 102–118.595 May my agency appeal a prepayment audit decision by the GSBCA?**

No, your agency may not appeal a prepayment audit decision. Your agency must follow the ruling of the GSBCA.

**Transportation Service Provider (TSP) and Agency Appeal Procedures for Postpayment Audits****§ 102–118.600 When a TSP disagrees with a Notice of Overcharge resulting from a postpayment audit, what are the appeal procedures?**

A TSP who disagrees with the Notice of Overcharge may submit a written request for reconsideration to the GSA Audit Division at:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.605 What if a TSP disagrees with the Notice of Indebtedness?**

If a TSP disagrees with an ordinary debt, as shown on a Notice of Indebtedness, it may:

- (a) Inspect and copy the agency’s records related to the claim;
- (b) Seek administrative review by the GSA Audit Division of the claim decision; and/or
- (c) Enter a written agreement for the payment of the claims.

**§ 102–118.610 Is a TSP notified when GSA allows a claim?**

Yes, the GSA Audit Division will acknowledge each payable claim using GSA Form 7931, Certificate of Settlement. The certificate will give a complete explanation of any amount that is disallowed. GSA will forward the certificate to the agency whose funds are to be charged for processing and payment.

**§ 102–118.615 Will GSA notify a TSP if they internally offset a payment?**

Yes, the GSA Audit Division will inform the TSP if they internally offset a payment.

**§ 102–118.620 How will a TSP know if the GSA Audit Division disallows a claim?**

The GSA Audit Division will furnish a GSA Form 7932, Settlement Certificate, to the TSP explaining the disallowance.

**§ 102–118.625 Can a TSP request a reconsideration of a settlement action by the GSA Audit Division?**

Yes, a TSP desiring a reconsideration of a settlement action may request a review by the Administrator of General Services.

**§ 102–118.630 How must a TSP refund amounts due to GSA?**

(a) TSPs must promptly refund amounts due to GSA, preferably by EFT. If an EFT is not used, checks must be made payable to “General Services Administration”, including the document reference number, TSP name, bill number(s), taxpayer identification number and standard carrier alpha code, then mailed to:

General Services Administration  
P.O. Box 93746  
Chicago, IL 60673

(b) If an EFT address is needed, please contact the GSA Audit Division at:

General Services Administration



Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**Note to § 102–118.630:** Amounts collected by GSA are returned to the Treasurer of the United States (31 U.S.C. 3726).

**§ 102–118.635 Can the Government charge interest on an amount due from a TSP?**

Yes, the Government can charge interest on an amount due from a TSP. This procedure is provided for under the Debt Collection Act (31 U.S.C. 3717), the Federal Claims Collection Standards (4 CFR parts 101 through 105), and 41 CFR part 105–55.

**§ 102–118.640 If a TSP fails to pay or to appeal an overcharge, what actions will GSA pursue to collect the debt?**

GSA will pursue debt collection through one of the following methods:

(a) When an indebted TSP files a claim, GSA will apply all or any portion of the amount it determines to be due the TSP, to the outstanding balance owed by the TSP, under the Federal Claims Collection Standards (4 CFR parts 101 through 105) and 41 CFR part 105–55;

(b) When the action outlined in paragraph (a) of this section cannot be taken by GSA, GSA will instruct one or more Government disbursing offices to deduct the amount due to the agency from an unpaid TSP's bill. A 3-year limitation applies on the deduction of overcharges from amounts due a TSP (31 U.S.C. 3726) and a 10-year limitation applies on the deduction of ordinary debt (31 U.S.C. 3716);

(c) When collection cannot be accomplished through either of the procedures in paragraph (a) or (b) of this section, GSA normally sends two additional demand letters to the indebted TSP requesting payment of the amount due within a specified time. Lacking a satisfactory response, GSA may place a complete stop order against amounts otherwise payable to the indebted TSP by adding the name of that TSP to the Department of the Army

“List of Contractors Indebted to the United States”; and/or

(d) When collection actions, as stated in paragraphs (a) through (c) of this section are unsuccessful, GSA may report the debt to the Department of Justice for collection, litigation, and related proceedings, as prescribed in 4 CFR parts 101 through 105.

**§ 102–118.645 Can a TSP file an administrative claim on collection actions?**

Yes, a TSP may file an administrative claim involving collection actions resulting from the transportation audit performed by the GSA directly with the GSA Audit Division. Any claims submitted to GSA will be considered “disputed claims” under section 4(b) of the Prompt Payment Act (31 U.S.C. 3901, *et seq.*). The TSP must file all other transportation claims with the agency out of whose activities they arose. If this is not feasible (e.g., where the responsible agency cannot be determined or is no longer in existence) claims may be sent to the GSA Audit Division for forwarding to the responsible agency or for direct settlement by the GSA Audit Division. Claims for GSA processing must be addressed to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405  
<http://pub.fss.gsa.gov/transtrav>

**§ 102–118.650 Can a TSP request a review of a settlement action by the Administrator of General Services?**

Yes, a TSP desiring a review of a settlement action taken by the Administrator of General Services may request a review by the GSA Board of Contract Appeals (GSBCA) or file a claim with the United States Court of Federal Claims (28 U.S.C. 1491).

**§ 102–118.655 Are there time limits on a TSP request for an administrative review by the GSBCA?**

(a) Yes, the GSBCA must receive a request for review from the TSP within six months (not including time of war)

from the date the settlement action was taken or within the periods of limitation specified in 31 U.S.C. 3726, as amended, whichever is later. The request must be addressed to:

GSA Board of Contract Appeals  
1800 F Street, NW.  
Room 7022  
Washington, DC 20405

(b) The GSBCA will accept legible submissions via facsimile (FAX) on (202) 501–0664.

**§ 102–118.660 May a TSP appeal a postpayment audit decision of the GSBCA?**

No, a ruling by the GSBCA is the final administrative remedy and the TSP has no statutory right of appeal. This subpart governs administrative actions only and does not affect any rights of the TSPs. A TSP may still pursue a legal remedy through the courts.

**§ 102–118.665 May my agency appeal a postpayment audit decision by the GSBCA?**

No, your agency may not appeal a postpayment audit decision and must follow the ruling of the GSBCA.

**Transportation Service Provider (TSP) Non-Payment of a Claim**

**§ 102–118.670 If a TSP cannot immediately pay a debt, can they make other arrangements for payment?**

Yes, if a TSP is unable to pay the debt promptly, the Director of the GSA Audit Division has the discretion to enter into alternative arrangements for payment.

**§ 102–118.675 What recourse does my agency have if a TSP does not pay a transportation debt?**

If a TSP does not pay a transportation debt, GSA may refer delinquent debts to consumer reporting agencies and Federal agencies including the Department of the Treasury and Department of Justice.

Dated: April 20, 2000.

David J. Barram,

*Administrator of General Services.*

[FR Doc. 00–10271 Filed 4–21–00; 12:47 pm]

BILLING CODE 3820–24–U