I. Background

DoD published a proposed rule in the Federal Register at 83 FR 30662 on June 29, 2018, to amend the DFARS to clarify and, where necessary, update policies and procedures for submitting payment requests and receiving reports in electronic format. If electronic submission is unduly burdensome, 10 U.S.C. 2227 allows an exemption.


DoD published a final rule in the Federal Register at 83 FR 38731 on June 29, 2018 (DFARS Case 2011–D027), to update DFARS policies and procedures for electronic submission of payment requests and receiving reports and established WAWF as the accepted DoD system for processing invoices and receiving reports. However, some contractors have been prevented from using WAWF for some contracts, because of a misinterpretation of the exemptions in DFARS subpart 232.70, Electronic Submission and Processing of Payment Requests and Receiving Reports. This final rule clarifies those exemptions and allows contractors to request permission from the contracting officer, in writing, to submit payment requests and receiving reports using temporary alternative methods, other than in electronic form.

One respondent submitted two public comments in response to the proposed rule.

II. Discussion and Analysis

A. Summary of Significant Changes From the Proposed Rule

There are no changes made to the final rule as a result of the public comments.

B. Analysis of Public Comments

Comment: The respondent stated, “The Unit Price entry should be required if a shipment is partial or incomplete.”

Response: This comment is outside of the scope of this case.

Comment: The respondent expressed concern the rule might impact the requirement to submit Inspection and Acceptance documents with a contractor’s request for payment.

Response: The DFARS text revisions do not remove the requirement for contractors to submit Inspection and Receiving Reports with Payment Requests. Instead, the updates provide an alternative means of submittal if WAWF is not feasible, subject to contracting officer approval.

C. Other Changes

The following additional changes from the proposed rule are made in the final rule:

- A minor edit is made to the DFARS text at 212.301(f)(xvii)(A) to update the reference to the numbered section at DFARS 246.370.
- In DFARS clause 252.232–7003, the full text of the definitions of “contract financing payment” and “invoice payment” are provided in lieu of a reference to the definitions at FAR 32.001.
- In DFARS clause 252.232–7006, the definitions section is revised to add a reference to DFARS clause 252.232–7003 for the definitions of “payment request” and “receiving report.”

III. Applicability to Contracts at or Below the Simplified Acquisition Threshold and for Commercial Items, Including Commercially Available Off-the-Shelf Items

This rule amends the clauses at DFARS 252.232–7003, Electronic Submission and Processing of Payment Requests and Receiving Reports, and 252.232–7006, Wide Area WorkFlow Payment Instructions. The objective of the rule is to clarify and, where necessary, update the policies and procedures for electronic submission of payment requests and receiving reports and amends the two clauses listed above.

DoD will continue to apply both clauses to contracts at or below the simplified acquisition threshold (SAT) and to the acquisition of commercial items, including commercially available off-the-shelf (COTS) items, as defined at FAR 2.101. This rule clarifies and updates policies and procedures for electronic submission of payment requests and receiving reports. Not applying this guidance to contracts at or below the SAT and for the acquisition of commercial items, including COTS items, would exclude contracts intended to be covered by this rule and undermine the overarching purpose of the rule. Consequently, DoD plans to apply the rule to contracts at or below the SAT and for the acquisition of commercial items, including COTS items.

IV. Executive Orders 12866 and 13563

Executive Orders (E.O.s) 12866 and 13563 direct agencies to assess all costs and benefits of available regulatory alternatives and, if regulation is necessary, to select regulatory approaches that maximize net benefits (including potential economic, environmental, public health and safety effects, distributive impacts, and equity). E.O. 13563 emphasizes the importance of quantifying both costs and benefits, of reducing costs, of harmonizing rules, and of promoting flexibility. This is not a significant regulatory action and, therefore, not subject to review under section 6(b) of E.O. 12866, Regulatory Planning and Review, dated September 30, 1993. This rule is not a major rule under 5 U.S.C. 804.

V. Executive Order 13771

This final rule is not subject to E.O. 13771, because this rule is not a significant regulatory action under E.O. 12866.

VI. Regulatory Flexibility Act

A final regulatory flexibility analysis (FRFA) has been prepared consistent with the Regulatory Flexibility Act, 5 U.S.C. 601, et seq. The FRFA is summarized as follows:

This final rule clarifies and, where necessary, updates policies and procedures for submission of payment requests and receiving reports in...
electronic form, which is accomplished through Wide Area WorkFlow (WAWF). DoD contractors, regardless of size, are required to submit payment requests in electronic form under a previously implemented statutory requirement at 10 U.S.C. 2227. This final rule clarifies the exemptions to this requirement at DFARS subpart 232.70, which allows contractors to request permission from the contracting officer, in writing, to submit payment requests and receiving reports using temporary alternative methods, other than in electronic form.

There were no issues raised by the public in response to the initial regulatory flexibility analysis provided in the proposed rule.

The rule applies to DoD contractors, regardless of size. In fiscal year 2016, approximately 71,910 small businesses were registered to use WAWF. DoD estimates that approximately 70 small businesses may submit, on an annual basis, one request each for use of a temporary alternative method of submission of payment requests and receiving reports.

The rule does not impose any reporting or recordkeeping requirements on any small entities.

There are no known alternative approaches to the rule that would meet the requirements.

VII. Paperwork Reduction Act

The Paperwork Reduction Act (44 U.S.C. chapter 35) does apply; however, these proposed changes to the DFARS do not impose additional information collection requirements to the paperwork burden previously approved under Office of Management and Budget Control Number 0704-0248, Defense Federal Acquisition Regulation Supplement, Appendix F, Inspection and Receiving Report.

List of Subjects in 48 CFR Parts 212, 232, 246, 252, and Appendix F to Chapter 2

Government procurement.

Jennifer Lee Hawes,
Regulatory Control Officer, Defense Acquisition Regulations System.

Therefore, 48 CFR parts 212, 232, 246, 252, and appendix F to chapter 2 are amended as follows:

1. The authority citation for parts 212, 232, 246, 252, and appendix F to chapter 2 continues to read as follows:


PART 212—ACQUISITION OF COMMERCIAL ITEMS

212.301 [Amended]

2. Amend section 212.301 in paragraph (f)(xviii)(A) by removing "246.370(a)" and adding "246.370(a)" in its place.

PART 232—CONTRACT FINANCING

3. Revise section 232.7001 to read as follows:

232.7001 Definitions.

As used in this subpart—

Electronic form means any automated system that transmits information electronically from the initiating system to affected systems. Payment request means any request for contract financing payment or invoice payment submitted by the contractor under a contract or task or delivery order. Receiving report means the data prepared in the manner and to the extent required by appendix F of this chapter, Material Inspection and Receiving Report.

4. Revise section 232.7002 to read as follows:

232.7002 Policy.

(a) Payment requests and receiving reports are required to be submitted in electronic form, except for—

(1) Classified contracts or purchases when electronic submission and processing of payment requests and receiving reports could compromise the safeguarding of classified information or national security;

(2) Cases in which contractor submission of electronic payment requests and receiving reports is not feasible (e.g., when contract performance is in an environment where internet connectivity is not available);

(3) Cases in which DoD is unable to receive payment requests or provide acceptance in electronic form;

(4) Cases in which the contractor has requested permission in writing to submit payment requests and receiving reports by nonelectronic means, and the contracting officer has provided instructions for a temporary alternative method of submission of payment requests and receiving reports in the contract administration data section of the contract or task or delivery order (e.g., section G, an addendum to FAR 52.212-4, or applicable clause); and

(5) When the Governmentwide commercial purchase card is used as the method of payment, in which case only submission of the receiving report in electronic form is required.

(b)(1) The only acceptable electronic form for submission of payment requests and receiving reports is Wide Area WorkFlow (WAWF) (https://wawf.eb.mil/), except as follows:

(i) For payment of commercial transportation services provided under a Government rate tender, contract, or task or delivery order for transportation services, the use of a DoD-approved electronic third party payment system or other exempted vendor payment/invoicing system (e.g., PowerTrack, Transportation Financial Management System, and Cargo and Billing System) is permitted.

(ii) For submitting and processing payment requests and receiving reports for contracts or task or delivery orders for rendered health care services, the use of TRICARE Encounter Data System as the electronic form is permitted.

(2) Fasimilie, email, and scanned documents are not acceptable electronic forms of payment requests or receiving reports.

5. Revise section 246.7003 to read as follows:

232.7003 Procedures.

(a) DoD officials receiving payment requests in electronic form shall process the payment requests in electronic form. The WAWF system provides the method to electronically process payment requests and receiving reports.

(1) Documents necessary for payment, such as receiving reports, invoice approvals, contracts, contract modifications, and required certifications, shall also be processed in electronic form.

(2) Scanned documents and other commonly used file formats are only acceptable for processing supporting documentation.

(b) If one of the exceptions to submission in electronic form at 232.7002(a) applies, the contracting officer shall—

(1) Consult the payment office and the contract administration office regarding the alternative method to be used for submission of payment requests or receiving reports (e.g., facsimile or conventional mail); and

(2) Provide procedures for invoicing in the contract administration data section of the contract or task or delivery order (e.g., section G, an addendum to FAR 52.212-4, or applicable clause) for submission of invoices by nonelectronic means. If submission of invoices by nonelectronic means is temporary, the procedures should specify the time period for which they apply.

6. Revise section 232.7004 to read as follows:
232.7004 Contract clauses.
(a) Unless an exception to submission in electronic form at 232.7002(e) applies and instructions for invoices are contained in the contract administration data section of the contract or task or delivery order, use the clause at 252.232–7003, Electronic Submission of Payment Requests and Receiving Reports, in solicitations and contracts, including solicitations and contracts using FAR part 12 procedures for the acquisition of commercial items.
(b) Use the clause at 252.232–7006, Wide Area WorkFlow Payment Instructions, in solicitations and contracts or task or delivery orders, including solicitations and contracts using FAR part 12 procedures for the acquisition of commercial items, when 252.232–7003 is used and none of the exceptions at 232.7002(b)(1) apply. See PGI 232.7004 for instructions on completing the clause.

PART 246—QUALITY ASSURANCE

246.370 [Removed]

7. Remove section 246.370.

246.371 [Redesignated as 246.370 and Amended]

8. Redesignate section 246.371 as section 246.370 and, in paragraph (b), remove “PGI 246.371” and add “PGI 246.370” in its place.

9. Amend section 246.471 by:
   a. Redesignating paragraphs (b)(1), (2), and (3) as paragraphs (b)(2), (3), and (4), respectively;
   b. In the newly redesignated paragraph (b)(3), removing “paragraph (b)(1)” and adding “paragraph (b)(2)” in its place; and
   c. Adding a new paragraph (b)(1).

The addition reads as follows:

246.471 Authorizing shipment of supplies. * * * *
   (b) * *
   (1) For foreign military sales contracts, do not use alternative procedures. * * * *

PART 252—SOLICITATION PROVISIONS AND CONTRACT CLAUSES

10. Revise section 252.232–7003 to read as follows:

252.232–7003 Electronic Submission of Payment Requests and Receiving Reports.

As prescribed in 232.7004(a), use the following clause:

Electronic Submission of Payment Requests and Receiving Reports (DEC 2018)

(a) Definitions. As used in this clause—
(1) Electronic Data Interchange.
(2) Secure File Transfer Protocol.
(3) Direct input through the WAWF website.
(4) Interim payments under a cost reimbursement contract, except for a cost reimbursement contract for services when Alternate I of the clause at FAR 52.232–25, Prompt Payment, is used.
(5) The Governmentwide commercial purchase card is used as the method of payment, in which case submission of only the receiving report in WAWF is required.
(6) Information regarding WAWF is available at https://wawf.eb.mil/.
(7) In addition to the requirements of this clause, the Contractor shall meet the requirements of the appropriate payment clauses in this contract when submitting payment requests.

(End of clause)

11. Amend section 252.232–7006 by:
   a. Removing the clause date of “(MAY 2013)” and adding “DEC 2018” in its place; and
   b. In paragraph (a), adding in alphabetical order a definition for “payment request” and “receiving report” * * * * * * * *

12. Amend section 252.232–7007 by:
   a. Removing “paragraph (a)” and adding “paragraph (c)” in its place;
   b. In paragraph (c), removing “system is” and “DFARS 252.232–7003” and adding “system provides” and “Defense Federal Acquisition Regulation System (DFARS) 252.232–7003” in their places, respectively;
   c. In paragraph (b), removing “system is” and “DFARS 252.232–7003” and adding “system provides” and “Defense Federal Acquisition Regulation System (DFARS) 252.232–7003” in their places, respectively;
   d. In paragraph (c), removing “https://www.acquisition.gov” and adding “https://www.sam.gov” in its place; and
   e. Revising paragraphs (f) and (g)(2).

The additions and revisions read as follows:

252.232–7006 Wide Area WorkFlow Payment Instructions.

(a) * *
   Payment request and receiving report are defined in the clause at 252.232–7003, Electronic Submission of Payment Requests and Receiving Reports. * * * *
   (f) WAWF payment instructions. The Contractor shall use the following
information when submitting payment requests and receiving reports in WAWF for this contract or task or delivery order:

(1) **Document type.** The Contractor shall submit payment requests using the following document type(s):
   (i) For cost-type line items, including labor-hour or time-and-materials, submit a cost voucher.
   (ii) For fixed price line items—
      (A) That require shipment of a deliverable, submit the invoice and receiving report specified by the Contracting Officer.
      (B) For services that do not require shipment of a deliverable, submit either the Invoice 2in1, which meets the requirements for the invoice and receiving report, or the applicable invoice and receiving report, as specified by the Contracting Officer.
   (iii) For customary progress payments based on costs incurred, submit a progress payment request.
   (iv) For performance based payments, submit a performance based payment request.
   (v) For commercial item financing, submit a commercial item financing request.
   (2) Fast Pay requests are only permitted when Federal Acquisition Regulation (FAR) 52.216–7 is included in the contract.
   [Note: The Contractor may use a WAWF “combo” document type to create some document type(s) for fixed price line items that require shipment of a deliverable.]

(B) For services that do not require shipment of a deliverable, submit either the Invoice 2in1, which meets the requirements for the invoice and receiving report, or the applicable invoice and receiving report, as specified by the Contracting Officer.

(3) **Document routing.** The Contractor shall use the information in the Routing Data Table below only to fill in applicable fields in WAWF when creating payment requests and receiving reports in the system.

<table>
<thead>
<tr>
<th>Field name in WAWF</th>
<th>Data to be entered in WAWF</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pay Official DoDAAC.</td>
<td>* * * * * *</td>
</tr>
<tr>
<td>Issue By DoDAAC.</td>
<td>* * * * * *</td>
</tr>
<tr>
<td>Admin DoDAAC**.</td>
<td>(b) * * *</td>
</tr>
<tr>
<td>Inspect By DoDAAC.</td>
<td>(18) Unit price. When using the WAWF RRR, the unit price is the price of the repair, overhaul, or maintenance service from the contract.</td>
</tr>
<tr>
<td>Ship To Code.</td>
<td></td>
</tr>
<tr>
<td>Ship From Code.</td>
<td></td>
</tr>
<tr>
<td>Mark For Code.</td>
<td></td>
</tr>
<tr>
<td>Service Approver (DoDAAC).</td>
<td></td>
</tr>
</tbody>
</table>

(4) **Payment request.** The Contractor shall ensure a payment request includes documentation appropriate to the type of payment request in accordance with the payment clause, contract financing clause, or Federal Acquisition Regulation 52.216–7, Allowable Cost and Payment, as applicable.

(5) **Receiving report.** The Contractor shall ensure a receiving report meets the requirements of DFARS Appendix F.

(g) Contact the WAWF helpdesk at 866–618–5988, if assistance is needed.

252.246–7000 [Removed and Reserved]

12. Remove and reserve section 252.246–7000.

252.246–7003 [Amended]

13. Amend section 252.246–7003 by removing “246.371(a)” from the introductory text and adding “246.370(a)” in its place.

14. Amend appendix F to chapter 2 as follows:
   a. In section F–102 by—
   i. Removing paragraph (b); and
   ii. Redesignating paragraph (c) as paragraph (b);
   b. In section F–301, revising paragraph (b)(18); 
   c. Revising section F–305;
   d. Revising section F–306; and
   e. In section F–302, revising the Table 1 heading, tables, and instructions. The revisions read as follows:

Appendix F to Chapter 2—Material Inspection and Receiving Report

| F–301 Preparation Instructions | * * * * * * |
| (b) | * * * |

18. Unit price. When using the WAWF RRR, the unit price is the price of the repair, overhaul, or maintenance service from the contract.

(i) The contractor may, at its option, enter unit prices on the WAWF RRR, except when the contract has IUID requirements and the receiving report is being processed in WAWF, the unit price must represent the acquisition cost that will be recorded in the IUID registry. Therefore, in such cases, the unit price is required. See DFARS 252.211–7003, Item Unique Identification and Valuation.

(ii) The contractor shall enter unit prices for each item of property fabricated or acquired for the Government and delivered to a contractor as Government furnished property (GFP). Get the unit price from Section B of the contract. If the unit price is not available, use an estimate. The estimated price should be the contractor’s estimate of what the items cost the Government. When the price is estimated, enter “Estimated Unit Price” in the description field. When delivering GFP via WAWF to another contractor, WAWF will initiate a property transfer if the vendor who is initiating the WAWF RRR is also registered as a vendor property shipper in WAWF and the vendor receiving the property is also a vendor property receiver in WAWF.

(iii) For clothing and textile contracts containing a bailment clause, enter the cited Government furnished property unit value as “GFP UNIT VALUE” in the description field.

(iv) For all copies of DD Forms 250 for FMS shipments, enter actual prices, if available. If actual prices are not available, use estimated prices. When the price is estimated, enter an “E” after the price.

* * * * *

F–305 Invoice Instructions

Contractors shall submit payment requests and receiving reports in accordance with paragraph (b) of the clause at DFARS 252.232–7003 unless one of the exceptions in paragraph (d) of that clause applies.

F–306 Packing List Instructions

(a) Contractors may use a WAWF processed RR or the WAWF RRR, as a packing list. WAWF provides an option to print the RR or RRR. Contractors can print a RR or RRR from a system other than WAWF if a signed copy is required. In such cases, the contractor must print the WAWF RR or RRR only after a signature is applied by the Government inspector or authorized acceptor in WAWF. Copies printed from the contractor’s system shall be annotated with “\original signed in WAWF\” in lieu of the inspector or acceptor’s signature. Ensure a copy is visible on the outside and one is placed inside the package.

(b) If the contract requires Government source inspection and acceptance at origin, the contractor shall ensure that its packaging documentation includes a RR or RRR that documents inspection, acceptance, or both by the Government inspector or authorized acceptor. A paper DD Form 250 may be used in lieu of WAWF generated RRS or RRRs when one of the exceptions in paragraph (d) of the clause at DFARS 252.232–7003 applies.

* * * * *

F–502 Distribution of DD Form 250 and DD Form 250C

* * * * *
MATERIAL INSPECTION AND RECEIVING REPORT

TABLE 1—STANDARD DISTRIBUTION

<table>
<thead>
<tr>
<th>Type of shipment</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carload or truckload</td>
<td>Affix to the shipment where it will be readily visible and available upon</td>
</tr>
<tr>
<td>Less than carload or truckload</td>
<td>Affix to container number one or container truckload bearing lowest</td>
</tr>
<tr>
<td>Mail, including parcel post</td>
<td>Attach to outside or include in the package. Include a copy in each</td>
</tr>
<tr>
<td>Pipeline, tank car, or railroad</td>
<td>Forward with consignee copies.</td>
</tr>
<tr>
<td>cars for coal movements</td>
<td></td>
</tr>
</tbody>
</table>

**Attach as follows:**

- **Payment by Defense Finance and Accounting Service, Columbus Center will be based on the source acceptance copies of DD Forms 250 forwarded to the contract administration office.**

**Payment Office**

- Email: osd.dfars@mail.mil. Include DFARS Case 2018–D020 in the subject line of the message.
- Fax: 571–372–6094.

**Summary:** DoD is amending the Defense Federal Acquisition Regulation Supplement (DFARS) to implement sections of the National Defense Authorization Act for Fiscal Years 2017 and 2018. One section imposes additional prohibitions with regard to acquisition of certain foreign commercial satellite services, such as cybersecurity risk and source of satellites and launch vehicles used to provide the foreign commercial satellite services, and expands the definition of “covered foreign country” to include Russia. Another section prohibits purchase of items from a Communist Chinese military company that meet the definition of goods and services controlled as munitions items when moved to the Commerce Control List of the Export Administration Regulations of the Department of Commerce.

**Dates:** Effective Date: December 21, 2018.

**Comment Date:** Comments on the interim rule should be submitted in writing to the address shown below on or before February 19, 2019, to be considered in the formation of a final rule.