

**AGRICULTURE PROPERTY MANAGEMENT REGULATIONS  
CHAPTER 110 – 117 TRANSPORTATION MANAGEMENT**

**SUPPLEMENTING**

**CHAPTER 102—FEDERAL MANAGEMENT REGULATION  
SUBCHAPTER D—TRANSPORTATION  
PART 102-117—TRANSPORTATION MANAGEMENT**

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## Subpart A—General

### **102-117.5 What is transportation management?**

Transportation management is agency oversight of the physical movement of commodities, household goods (HHG) and other freight from one location to another by a transportation service provider (TSP).

### **102-117.10 What is the scope of this part?**

This part addresses shipping freight and household goods worldwide. Freight is property or goods transported as cargo. Household goods are not Government property, but are employees' personal property entrusted to the Government for shipment.

### **102-117.15 To whom does this part apply?**

This part applies to all agencies and wholly owned Government corporations as defined in 5 U.S.C. 101 *et seq.* and 31 U.S.C. 9101(3), except those indicated in section 102-117.20 .

### **102-117.20 Are any agencies exempt from this part?**

(a) The Department of Defense is exempted from this part by an agreement under the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 481 *et seq.* ), except for the rules to debar or suspend a TSP under the Federal Acquisition Regulation (48 CFR part 9, subpart 9.4).

(b) Subpart D of this part, covering household goods, does not apply to the uniformed service members, under Title 37 of the United States Code, "Pay and Allowances of the Uniformed Services," including the uniformed service members serving in civilian agencies such as the U.S. Coast Guard, National Oceanic and Atmospheric Administration and the Public Health Service.

### **102-117.25 What definitions apply to this part?**

The following definitions apply to this part:

*Accessorial charges* are charges for services other than line-haul charges. Examples of accessorial charges are:

(1) Inside delivery, redelivery, reconsignment, and demurrage or detention for freight; and

(2) Packing, unpacking, appliance servicing, blocking and bracing, and special handling for household goods.

*Agency* is any 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.

*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.

*Cargo preference* is the legal requirement for all, or a portion of all, ocean-borne cargo to be transported on U.S. flag vessels.

*Commutated rate system* is the system under which an agency may allow its employees to make their own household goods shipping arrangements, and apply for reimbursement.

*Consignee* is the person or agent to whom freight or household goods are delivered.

*Consignor* is the person or firm that ships freight or household goods to a consignee.

*Contract of carriage* is a contract between the TSP and the agency to transport freight or household goods.

*Debarment* is an action to exclude a TSP, for a period of time, from providing services under a rate tender or any contract under the Federal Acquisition Regulation (48 CFR part 9, subpart 9.406).

*Demurrage* is the penalty charge to an agency for delaying the agreed time to load or unload shipments by rail or ocean TSPs

*Detention* is the penalty charge to an agency for delaying the agreed time to load or unload shipments by truck TSPs.

*Electronic commerce* is an electronic technique for carrying out business transactions (ordering 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.

*Foreign flag vessel* is any vessel of foreign registry including vessels owned by U.S. citizens but registered in a foreign country.

*Freight* is property or goods transported as cargo.

*Government bill of lading (GBL)* is the Optional Form 1103 or 1203, the transportation document used as a receipt of goods, evidence of title, and a contract of carriage.

*Governmentwide Transportation Policy Council (GTPC)* is an interagency forum to help GSA formulate policy. It provides agencies managing transportation programs a forum to exchange information and ideas to solve common problems. For further information on this council, see web site: <http://www.policyworks.gov>.

*Hazardous material* is a substance or material the Secretary of Transportation determines to be an unreasonable risk to health, safety, and property when transported in commerce, and labels as hazardous under section 5103 of the Federal Hazardous Materials Transportation Law (49 U.S.C. 5103 *et seq.*). When transported internationally hazardous material may be classified as "Dangerous Goods." All such freight must be marked in accordance with applicable regulations and the carrier must be notified in advance.

*Household goods (HHG)* are the personal effects of Government employees and their dependents.

*Line-Haul* is the movement of freight between cities excluding pickup and delivery service.

*Mode* is a method of transportation, such as rail, motor, air, water, or pipeline.

*Rate schedule* is a list of freight rates, taxes, and charges assessed against non-household goods cargo.

*Rate tender* is an offer a TSP sends to an agency, containing service rates and charges.

*Receipt* is a written or electronic acknowledgment by the consignee or TSP as to when and where a shipment was received.

*Release/declared 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. The statement of released value must be shown on any applicable tariff, tender, or other document covering the shipment.

*Reparation* is a payment to or from an agency to correct an improper transportation billing involving a TSP. Improper routing, overcharges or duplicate payments may cause

such improper billing. This is different from a payment to settle a claim for loss and damage.

*Suspension* is an action taken by an agency to disqualify a TSP from receiving orders for certain services under a contract or rate tender (48 CFR part 9, subpart 9.407).

*Transportation document* is any executed agreement for transportation service, such as bill of lading, Government bill of lading (GBL), Government travel request (GTR) or transportation ticket.

*Transportation service provider (TSP)* is 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.

*U.S. flag air carrier* is an air carrier holding a certificate issued by the United States under 49 U.S.C. 41102 (49 U.S.C. 40118, 48 CFR part 47, subpart 47.4).

*U.S. flag vessel* is a commercial vessel, registered and operated under the laws of the U.S., owned and operated by U.S. citizens, and used in commercial trade of the United States.

## **Subpart B—Acquiring Transportation or Related Services**

### **102-117.30 What choices do I have when acquiring transportation or related services?**

When you acquire transportation or related services you may:

- (a) Use the GSA tender of service;
- (b) Use another agency's contract or rate tender with a TSP only if allowed by the terms of that agreement or if the Administrator of General Services delegates authority to another agency to enter an agreement available to other Executive agencies;
- (c) Contract directly with a TSP using the acquisition procedures under the Federal Acquisition Regulation (FAR) (48 CFR chapter 1); or
- (d) Negotiate a rate tender under a Federal transportation procurement statute, 49 U.S.C. 10721 or 13712.

### **102-117.35 What are the advantages and disadvantages of using GSA's tender of service?**

- (a) It is an advantage to use GSA's tender of service when you want to:

(1) Use GSA's authority to negotiate on behalf of the Federal Government and take advantage of the lower rates and optimum service that result from a larger volume of business;

(2) Use a uniform tender of service; and

(3) Obtain assistance with loss and damage claims.

(b) It is a disadvantage to use GSA's tender of service when:

(1) You want an agreement that is binding for a longer term than the GSA tender of service;

(2) You have sufficient time to follow FAR contracting procedures; and

(3) You do not want to pay for the GSA administrative service charge as a participant in the GSA rate tender programs.

**102-117.40 When is it advantageous for me to use another agency's contract or rate tender for transportation services?**

It is advantageous to use another agency's contract or rate tender for transportation services when the contract or rate tender offers better or equal value than otherwise available to you.

**102-117.45 What other factors must I consider when using another agency's contract or rate tender?**

When using another agency's contract or rate tender, you must:

(a) Assure that the contract or rate tender meets any special requirements unique to your agency;

(b) Pay any other charges imposed by the other agency for external use of their contract or rate tender; and

(c) Ensure the terms of the other agency's contract or rate tender allow you to use it.

**102-117.50 What are the advantages and disadvantages of contracting directly with a TSP under the FAR?**

(a) The FAR is an advantage to use when:

(1) You ship consistent volumes in consistent traffic lanes;

(2) You have sufficient time to follow FAR contracting procedures; and

(3) Your contract office is able to handle the requirement.

(b) The FAR may be a disadvantage when you:

(1) Cannot prepare and execute a FAR contract within your time frame; or

(2) Have recurring shipments between designated places, but do not expect sufficient volume to obtain favorable rates.

**102-117.55 What are the advantages and disadvantages of using a rate tender?**

(a) Using a rate tender is an advantage when you:

(1) Have a shipment that must be made within too short a time frame to identify or solicit for a suitable contract; or

(2) Have shipments recurring between designated places, but do not expect sufficient volume to obtain favorable rates.

(b) Using a rate tender may be a disadvantage when:

(1) You have sufficient time to use the FAR and this would achieve better results;

(2) You require transportation service for which no rate tender currently exists; or

(3) A TSP may revoke or terminate the tender on short notice.

**102-117.60 What is the importance of terms and conditions in a rate tender or other transportation document?**

Terms and conditions are important to protect the Government's interest and establish the performance and standards expected of the TSP. It is important to remember that terms and conditions are:

(a) Negotiated between the agency and the TSP before movement of any item; and

(b) Included in all contracts and rate tenders listing the services the TSP is offering to perform at the cost presented in the rate tender or other transportation document.

**Note to section 102-117.60:** You must reference the negotiated contract or rate tender on all transportation documents. For further information see section 102-117.65.

**102-117.65 What terms and conditions must all rate tenders or contracts include?**

All rate tenders and contracts must include, at a minimum, the following terms and conditions:

- (a) Charges cannot be prepaid.
- (b) Charges are not paid at time of delivery.
- (c) Interest shall accrue from the voucher payment date on overcharges made and shall be paid at the same rate in effect on that date as published by the Secretary of the Treasury according to the Debt Collection Act of 1982, U.S.C. 3717;
- (d) To qualify for the rates specified in a rate tender filed under the provisions of the Federal transportation procurement statutes (49 U.S.C. 10721 or 13712), property must be shipped by or for the Government and the rate tender must indicate the Government is either the consignor or the consignee and include the following statement:

Transportation is for the (agency name) and the total charges paid to the transportation service provider by the consignor or consignee are for the benefit of the Government.

- (e) When using a rate tender for transportation under a cost-reimbursable contract, include the following statement in the rate tender:

Transportation is for the (agency name), and the actual total transportation charges paid to the transportation service provider by the consignor or consignee are to be reimbursed by the Government pursuant to cost reimbursable contract (number). This may be confirmed by contacting the agency representative at (name, address and telephone number).

- (f) Other terms and conditions that may be specific to your agency or the TSP such as specialized packaging requirements or HAZMAT. For further information see the "U.S. Government Freight Transportation Handbook," available by contacting:

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

**102-117.70 Where do I find more information on terms and conditions?**

You may find more information about terms and conditions in part 102-118 of this chapter, or the "U.S. Government Freight Transportation Handbook" (see section 102-117.65(f)).

**102-117.75 How do I reference the rate tender on transportation documents?**

To ensure proper reference of a rate tender on all shipments, you must show the applicable rate tender number and carrier identification on all transportation documents, such as, section 13712 quotation, "ABC Transportation Company, Tender Number \*\*\*\*".

**102-117.80 How are rate tenders filed?**

(a) The TSP must file a written rate tender with your agency.

(b) You must send two copies of the rate tender to:

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

**102-117.85 What is the difference between a Government bill of lading (GBL) and a bill of lading?**

(a) A Government bill of lading (GBL), Optional Forms 1103 and 1203, is a controlled document that conveys specific terms and conditions to protect the Government interest and serves as the contract of carriage.

(b) A bill of lading, sometimes referred to as a commercial bill of lading, is the document used as a receipt of goods and documentary evidence of title.

(c) Use a bill of lading for Government shipments if the specific terms and conditions of a GBL are included in any contract or rate tender (see section 102-117.65) and the bill of lading makes reference to that contract or rate tender (see section 102-117.75 and the "U.S. Government Freight Transportation Handbook").

**102-117.90 May I use U.S. Government bill of lading (GBL) (Optional Forms 1103 and 1203), to acquire freight, household goods or other related transportation services?**

You may use the GBL, Optional Forms 1103 or 1203, to acquire transportation services offered under a contract or rate tender until September 30, 2001. The GBL will completely phase out for domestic shipments on September 30, 2001, and be replaced by commercial bills of lading. After September 30, 2001, you may use the GBL only for international shipments (including domestic offshore shipments).

**102-117.95 After the GBLs retire for domestic shipments, what transportation documents must I use to acquire freight, household goods or other transportation services?**

Bills of lading and purchase orders are the transportation documents you use to acquire freight, household goods and other transportation services after the GBLs retire for domestic shipments. Terms and conditions in section 102-117.65 and the "U.S. Government Freight Transportation Handbook" will still be required. For further information on payment methods, see part 102-118 of this chapter.

### **Subpart C—Business Rules to Consider Before Shipping Freight or Household Goods**

#### **102-117.100 What business rules must I consider before acquiring transportation or related services?**

When acquiring transportation or related services you must:

- (a) Use the mode or individual transportation service provider (TSP) that provides the overall best value to the agency. For more information, see sections 102-117.105 through 102-117.130;
- (b) Demonstrate no preferential treatment to any TSP when arranging for transportation services except on international shipments. Preference on international shipments must be given to United States registered commercial vessels and aircraft;
- (c) Ensure that small businesses receive equal opportunity to compete for all business they can perform to the maximum extent possible, consistent with the agency's interest (see 48 CFR part 19);
- (d) Encourage minority-owned businesses and women-owned businesses, to compete for all business they can perform to the maximum extent possible, consistent with the agency's interest (see 48 CFR part 19);
- (e) Review the need for insurance. Generally, the Government is self-insured; however, there are instances when the Government will purchase insurance coverage for Government property. An example may be cargo insurance for international air cargo shipments to cover losses over those allowed under the International Air Transport Association (IATA) or for ocean freight shipments; and
- (f) Consider the added requirements on international transportation found in subpart D of this part.

#### **102-117.105 What does best value mean when routing a shipment?**

Best value to your agency when routing a shipment means using the mode or individual TSP providing the best combination of satisfactory service factors.

#### **102-117.110 What is satisfactory service?**

You should consider the following factors in assessing whether a TSP offers satisfactory service:

- (a) Availability and suitability of the TSP's equipment;
- (b) Adequacy of shipping and receiving facilities at origin and destination;
- (c) Adequacy of pickup and/or delivery service;
- (d) Availability of accessorial and special services;
- (e) Estimated time in transit;
- (f) Record of past performance of the TSP including accuracy of billing;
- (g) Capability of warehouse equipment and storage space; and
- (h) Experience of company, management, and personnel to perform the requirements.

**102-117.115 How do I calculate total delivery costs?**

You calculate total delivery costs for a shipment by considering all costs related to the shipping or receiving process, such as packing, blocking, bracing, drayage, loading and unloading, and transporting.

**102-117.120 To what extent must I equally distribute orders for transportation and related services among TSPs?**

You must assure that small businesses, socially or economically disadvantaged and women-owned TSPs have equal opportunity to provide the transportation or related services.

**102-117.125 How detailed must I describe property for shipment when communicating to a TSP?**

You must describe property in enough detail for the TSP to determine the type of equipment or any special precautions necessary to move the shipment. Details might include weight, volume, measurements, routing, hazardous cargo, or special handling designations.

**102-117.130 Must I select TSPs who use alternative fuels?**

No, but, whenever possible, you are encouraged to select TSPs that use alternative fuel vehicles and equipment, under policy in the Clean Air Act Amendments of 1990 (42 U.S.C. 7612) or the Energy Policy Act of 1992 (42 U.S.C. 13212).

## **Subpart D—Restrictions That Affect International Transportation of Freight and Household Goods**

### **102-117.135 What are the international transportation restrictions?**

Several statutes mandate the use of U.S. flag carriers for international shipments (see 48 CFR part 47, subparts 47.4 and 47.5). For example:

(a) Arrangements for international air transportation services must follow the Fly America Act (International Air Transportation Fair Competitive Practices Act of 1974) (49 U.S.C. 40118); and

(b) International movement of property by water is subject to the cargo preference laws (see 46 CFR part 381 and 48 CFR part 47, subpart 47.5), which require the use of a U.S. flag carrier when service is available. The Maritime Administration (MARAD) monitors agency compliance of these laws. All Government shippers must send a rated copy of the ocean carrier's bill of lading to MARAD within 30 days of loading aboard a vessel to:

Department of Transportation  
Maritime Commission  
Office of Cargo Preference  
400 7th Street, SW.  
Washington, DC 20590  
Tel. 1-800-9US-FLAG  
E-mail: cargo@marad.dot.gov

**Note to section 102-117.135(b):** Non-vessel Operations Common Carrier (NVOCC) or freight forwarder bills of lading are not acceptable (see 48 CFR part 47).

### **102-117.140 What is cargo preference?**

Cargo preference is the statutory requirement that all, or a portion of all, ocean-borne cargo that moves internationally be transported on U.S. flag vessels. Deviations or waivers from the cargo preference laws must be approved by:

Department of Transportation  
Maritime Administration  
Office of Cargo Preference  
400 7th Street, SW.  
Washington, DC 20590  
Tel. 1-800-9US-FLAG  
e-mail: cargo@marad.dot.gov

### **102-117.145 What are coastwise laws?**

Coastwise laws refer to laws governing shipment of freight, household goods and passengers by water between points in the United States or its territories. The purpose of these laws is to assure reliable shipping service and the existence of a maritime capability in times of war or national emergency (see section 27 of the Merchant Marine Act of 1920, 46 App. U.S.C. 883, 19 CFR 4.80).

**102-117.150 What do I need to know about coastwise laws?**

You need to know that:

- (a) Goods transported entirely or partly by water between U.S. points, either directly or via a foreign port, must travel in U.S. Maritime Administration (MARAD) authorized U.S. Flag vessels;
- (b) There are exceptions and limits for the U. S. Island territories and possessions in the Atlantic and Pacific Oceans (see section 102-117.155); and
- (c) The Secretary of the Treasury is empowered to impose monetary penalties against agencies that violate the coastwise laws.

**102-117.155 Where do I go for further information about coastwise laws?**

You may refer to 46 App. U.S.C. 883, 19 CFR 4.80, DOT MARAD, the U.S. Coast Guard or U.S. Customs Service for further information on exceptions to the coastwise laws.

**Subpart E—Shipping Freight**

**102-117.160 What is freight?**

Freight is property or goods transported as cargo.

**102-117.165 What shipping process must I use for freight?**

Use the following shipping processes for freight:

- (a) For domestic shipments you must:
  - (1) Identify what you are shipping;
  - (2) Decide if the cargo is HAZMAT, classified, or sensitive that may require special handling or placards;
  - (3) Decide mode;

(4) Check for applicable contracts or rate tenders within your agency or other agencies, including GSA;

(5) Select the most efficient and economical TSP that gives the best value;

(6) Prepare shipping documents; and

(7) Schedule pickup, declare released value and ensure prompt delivery with a fully executed receipt, and oversee shipment.

(b) For international shipments you must follow all the domestic procedures and, in addition, comply with the cargo preference laws. For specific information, see subpart D of this part.

***110-117.165 USDA shipping process for freight.***

***For general freight/office move shipments, USDA agencies may use any carrier. If the carrier chosen has not been certified to conduct the prepayment audit by GSA, then the agency must enter into an agreement with a vendor providing prepayment audit services. NFC no longer provides this service, effective August 1, 2003.***

***Agencies also have the option of including freight shipments along with household goods shipments in any Memorandum of Understanding the agency enters into with a Transportation Service Provider (TSP). It is incumbent upon the agency to confirm that the agency is not being charged extra for the prepayment audit process for freight shipments.***

**102-117.170 What reference materials are available to ship freight?**

(a) The following is a partial list of handbooks and guides available from GSA:

(1) U.S. Government Freight Transportation Handbook;

(2) Limited Authority to Use Commercial Forms and Procedures;

(3) Submission of Transportation Documents; and

(4) Things to be Aware of When Routing or Receiving Freight Shipments.

(b) For the list in paragraph (a) of this section and other reference materials, contact:

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

or

General Services Administration  
Federal Supply Service  
1500 Bannister Road  
Kansas City, MO 64131  
<http://www.kc.gsa.gov/fsstt>

**102-117.175 What factors do I consider to determine the mode of transportation?**

Your shipping urgency and any special handling requirements determine which mode of transportation you select. Each mode has unique requirements for documentation, liability, size, weight and delivery time. HAZMAT, radioactive, and other specialized cargo may require special permits and may limit your choices.

**102-117.180 What transportation documents must I use to ship freight?**

To ship freight:

- (a) By land (domestic shipments), use a bill of lading;
- (b) By land (international shipments), use the GBL;
- (c) By ocean, use an ocean bill of lading, when suitable, along with the GBL; and
- (d) By air, use a bill of lading.

**102-117.185 Where must I send a copy of the transportation documents?**

- (a) You must forward an original copy of all transportation documents to:

General Services Administration  
Federal Supply Service  
Audit Division (FBA)  
1800 F Street, NW.  
Washington, DC 20405

(b) For all property shipments subject to the cargo preference laws (see section 102-117.140), a copy of the ocean carrier's bill of lading, showing all freight charges, must be sent to MARAD within 30 days of vessel loading.

**102-117.190 Where do I file a claim for loss or damage to property?**

You must file a claim for loss or damage to property with the TSP.

**102-117.195 Are there time limits affecting filing of a claim?**

Yes, several statutes limit the time for administrative or judicial action against a TSP. Refer to part 102-118 of this chapter for more information and the time limit tables.

**Subpart F—Shipping Hazardous Material (HAZMAT)**

**102-117.200 What is HAZMAT?**

HAZMAT is a substance or material the Secretary of Transportation determines to be an unreasonable risk to health, safety and property when transported in commerce. Therefore, there are restrictions on transporting HAZMAT (49 U.S.C. 5103 *et seq.*).

**102-117.205 What are the restrictions for transporting HAZMAT?**

Agencies that ship HAZMAT are subject to the Environmental Protection Agency and the Department of Transportation regulations, as well as applicable State and local government rules and regulations.

**102-117.210 Where can I get guidance on transporting HAZMAT?**

The Secretary of Transportation prescribes regulations for the safe transportation of HAZMAT in intrastate, interstate, and foreign commerce in 49 CFR parts 171 through 180. The Environmental Protection Agency also prescribes regulations on transporting HAZMAT in 40 CFR parts 260 through 266. You may also call the HAZMAT information hotline at 1-800-467-4922 (Washington, DC area, call 202-366-4488).

**Subpart G—Shipping Household Goods**

**102-117.215 What are household goods (HHG)?**

Household goods (HHG) are the personal effects of Government employees and their dependents.

**102-117.220 What choices do I have to ship HHG?**

(a) You may choose to ship HHG by:

- (1) Using the commuted rate system;
  - (2) GSA's Centralized Household Goods Traffic Management Program (CHAMP);
  - (3) Contracting directly with a TSP, (including a relocation company that offers transportation services) using the acquisition procedures under the Federal Acquisition Regulation (FAR) (see section 102-117.35);
  - (4) Using another agency's contract with a TSP (see sections 102-117.40 and 102-117.45);
  - (5) Using a rate tender under the Federal transportation procurement statutes (49 U.S.C. 10721 or 13712) (see section 102-117.35).
- (b) As an alternative to the choices in paragraph (a) of this section, you may request the Department of State to assist with shipments of HHG moving to, from, and between foreign countries or international shipments originating in the continental United States. The nearest U.S. Embassy or Consulate may assist with arrangements of movements originating abroad. For further information contact:

Department of State  
Transportation Operations  
2201 C Street, NW.  
Washington, DC 20520

**Note to section -117.220:** Agencies must use the commuted rate system for civilian employees who transfer between points inside the continental United States unless it is evident from the cost comparison that the Government will incur a savings (\$100 or more) using another choice listed. The use of household goods rate tenders is not authorized when household goods are shipped under the commuted rate system.

***110-117.220 USDA choices for shipping HHG.***

***When acquiring household goods (HHG) shipping providers, USDA agencies have two options:***

***(a) Select a Move Management Services Provider (a transportation service provider) that offers prepayment audit services and has been certified by GSA. The listing is available through GSA's Transportation Management Services System (TMSS), indicated with an "M" (agencies should confirm with the TSP that they are certified by GSA to perform prepayment audits), or***

***(b) Select a single Move Management Company (third party provider) providing prepayment audit services to handle all HHG moves for an agency. A Memorandum of Understanding must be entered into between the Move***

***Management Company and the USDA agency outlining all requirements for both parties.***

**102-117.225 What is the difference between a contract or a rate tender and a commuted rate system?**

(a) Under a contract or a rate tender, the agency prepares the bill of lading and books the shipment. The agency is the shipper and pays the TSP the applicable charges. If loss or damage occurs, the agency may either file a claim on behalf of the employee directly with the TSP, or help the employee in filing a claim against the TSP.

(b) Under the commuted rate system an employee arranges for shipping HHG and is reimbursed by the agency for the resulting costs. Use this method only within the continental United States (not Hawaii or Alaska). The agency reimburses the employee according to the Commuted Rate Schedule published by the GSA. The Commuted Rate Schedule (without rate table) is available on the Internet at <http://www.gsa.gov>.

(c) For rate table information or a subscription for the Commercial Relocation Tariff contact:

American Moving and Storage Association  
1611 Duke Street  
Alexandria, VA 22314-3482  
Tel. 703-683-7410

(d) For further information or assistance, you may contact:

General Services Administration  
National Customer Service Center  
1500 Bannister Road  
Kansas City, MO 64131  
<http://www.kc.gsa.gov/fsstt>

**102-117.230 Must I compare costs between a contract or a rate tender and the commuted rate system before choosing which method to use?**

Yes, you must compare the cost between a contract or a rate tender, and the commuted rate system before you make a decision.

**102-117.235 How do I get a cost comparison?**

(a) You may calculate a cost comparison internally according to 41 CFR 302-8.3.

(b) You may request GSA to perform the cost comparison if you participate in the CHAMP program by sending GSA the following information as far in advance as possible (preferably 30 calendar days):

- (1) Name of employee;
  - (2) Origin city, county and State;
  - (3) Destination city, county, and State;
  - (4) Date of household goods pick up;
  - (5) Estimated weight of shipments;
  - (6) Number of days storage-in-transit (if applicable); and
  - (7) Other relevant data.
- (c) For more information on cost comparisons contact:

General Services Administration  
Federal Supply Service  
1500 Bannister Road  
Kansas City, MO 64131  
<http://www.kc.gsa.gov/fsstt>

**Note to section 102-117.235(c):** GSA may charge an administrative fee for agencies not participating in the CHAMP program.

**102-117.240 What is my agency's financial responsibility to an employee who chooses to move all or part of his/her HHG under the commuted rate system?**

- (a) Your agency is responsible for reimbursing the employee what it would cost the Government to ship the employee's HHG by the most cost-effective means available or the employee's actual moving expenses, whichever is less.
- (b) The employee is liable for the additional cost when the cost of transportation arranged by the employee is more than what it would cost the Government.

**Note to section 102-117.240:** For more information on how to ship household goods, refer to 41 CFR 302-8.3.

**102-117.245 What is my responsibility in providing guidance to an employee who wishes to use the commuted rate system?**

You must counsel employees that they may be liable for all costs above the amount reimbursed by the agency if they select a TSP that charges more than provided under the Commuted Rate Schedule.

**102-117.250 What are my responsibilities after shipping the household goods?**

(a) Each agency should develop an evaluation survey for the employee to complete following the move.

(b) Under the CHAMP program, you must counsel employees to fill out their portion of the GSA Form 3080, Household Goods Carrier Evaluation Report. This form reports the quality of the TSP's performance. After completing the appropriate sections of this form, the employee must send it to the bill of lading issuing officer who in turn will complete the form and forward it to:

General Services Administration  
National Customer Service Center  
1500 Bannister Rd.  
Kansas City, MO 64131  
<http://www.kc.gsa.gov.fss/fsstt>

**102-117.255 What actions may I take if the TSP's performance is not satisfactory?**

If the TSP's performance is not satisfactory, you may place a TSP in temporary nonuse, suspended status, or debarred status. For more information on doing this, see subpart I of this part and the FAR (48 CFR 9.406-3 and 9.407-3).

**102-117.260 What are my responsibilities to employees regarding the TSP's liability for loss or damage claims?**

Regarding the TSP's liability for loss or damage claims, you must:

- (a) Advise employees on the limits of the TSP's liability for loss of and damage to their HHG so the employee may evaluate the need for added insurance;
- (b) Inform the employee about the procedures to file claims for loss and damage to HHG with the TSP; and
- (c) Counsel employees, who have a loss or damage to their HHG that exceeds the amount recovered from a TSP, on procedures for filing a claim against the Government for the difference. Agencies may compensate employees up to \$40,000 on claims for loss and damage under 31 U.S.C. 3721, 3723 (41 CFR 302-8.2(f)).

**102-117.265 Are there time limits that affect filing a claim with a TSP for loss or damage?**

Yes, several statutes limit the time for filing claims or taking other administrative or judicial action against a TSP. Refer to part 102-118 of this chapter for information on claims.

## **Subpart H—Performance Measures**

### **102-117.270 What are agency performance measures for transportation?**

(a) Agency performance measures are indicators of how you are supporting your customers and doing your job. By tracking performance measures you can report specific accomplishments and your success in supporting the agency mission. The Government Performance and Results Act (GPRA) of 1993 (31 U.S.C. 1115) requires agencies to develop business plans and set up program performance measures.

(b) Examples of performance measurements in transportation would include how well you:

- (1) Increase the use of electronic commerce;
- (2) Adopt industry best practices and services to meet your agency requirements;
- (3) Use TSPs with a track record of successful past performance or proven superior ability;
- (4) Take advantage of competition in moving agency freight and household goods;
- (5) Assure that delivery of freight and household goods is on time against measured criteria; and
- (6) Create simplified procedures to be responsive and adaptive to the customer needs and concerns.

## **Subpart I—Transportation Service Provider (TSP) Performance**

### **102-117.275 What performance must I expect from a TSP?**

You must expect the TSP to provide consistent and satisfactory service to meet your agency transportation needs.

### **102-117.280 What aspects of the TSP's performance are important to measure?**

Important TSP performance measures may include, but are not limited to the:

- (a) TSP's percentage of on-time deliveries;
- (b) Percentage of shipments that include overcharges or undercharges;
- (c) Percentage of claims received in a given period;
- (d) Percentage of returns received on-time;

- (e) Percentage of shipments rejected;
- (f) Percentage of billing improprieties;
- (g) Average response time on tracing shipments;
- (h) TSP's safety record (accidents, losses, damages or misdirected shipments) as a percentage of all shipments;
- (i) TSP's driving record (accidents, traffic tickets and driving complaints) as a percentage of shipments; and
- (j) Percentage of customer satisfaction reports on carrier performance.

**102-117.285 What are my choices if a TSP's performance is not satisfactory?**

You may choose to place a TSP in temporary nonuse, suspension, or debarment if performance is unnecessary.

**102-117.290 What is the difference between temporary nonuse, suspension and debarment?**

(a) Temporary nonuse is limited to your agency and initiated by the agency transportation officers for a period not to exceed 90 days for:

- (1) Willful violations of the terms of the rate tender;
- (2) Persistent or willful failure to meet requested packing and pickup service;
- (3) Failure to meet required delivery dates;
- (4) Violation of Department of Transportation (DOT) hazardous material regulations;
- (5) Mishandling of freight, damaged or missing transportation seals, improper loading, blocking, packing or bracing of property;
- (6) Improper routing of property;
- (7) Subjecting your shipments to unlawful seizure or detention by failing to pay debts;
- (8) Operating without legal authority;
- (9) Failure to settle claims according to Government regulations; or
- (10) Repeated failure to comply with regulations of DOT, Surface Transportation Board, State or local governments or other Government agencies.

(b) Suspension is disqualifying a TSP from receiving orders for certain services under a contract or rate tender pending an investigation or legal proceeding. A TSP may be suspended on adequate evidence of:

(1) Fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a contract for transportation;

(2) Violation of Federal or State antitrust statutes;

(3) Embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property; and

(4) Any other offense indicating a lack of business integrity or business honesty that seriously and directly affects the present responsibility of the TSP as a transporter of the Government's property or the HHG of its employees relocated for the Government.

(c) Debarment means action taken to exclude a contractor from contracting with all Federal agencies. The seriousness of the TSP's acts or omissions and the mitigating factors must be considered in making any debarment decisions. A TSP may be debarred for the following reasons:

(1) Failure of a TSP to take the necessary corrective actions within the period of temporary nonuse; or

(2) Conviction of or civil judgment for any of the causes for suspension.

**102-117.295 Who makes the decisions on temporary nonuse, suspension and debarment?**

(a) The transportation officer may place a TSP in temporary nonuse for a period not to exceed 90 days.

(b) The serious nature of suspension and debarment requires that these sanctions be imposed only in the public interest for the Government's protection and not for purposes of punishment. Only the agency head or his/her designee may suspend or debar a TSP.

**102-117.300 Do the decisions on temporary nonuse, suspension, and debarment go beyond the agency?**

(a) Temporary nonuse does not go beyond the agency.

(b) GSA compiles and maintains a current list of all suspended or debarred TSPs and periodically distributes the list to all agencies and the General Accounting Office.

**102-117.305 Where do I go for information on the process for suspending or debarring a TSP?**

Refer to the Federal Acquisition Regulation (48 CFR part 9, subpart 9.4) for policies and procedures governing suspension and debarment of a TSP.

**102-117.310 What records must I keep on temporary nonuse, suspension or debarment of a TSP?**

(a) You must set up a program consistent with your agency's internal record retention procedures to document the placement of TSPs in a nonuse, suspended or debarred status.

(b) For temporary nonuse, your records must contain the following information:

(1) Name, address, and Standard Carrier Alpha Code and Taxpayer Identification Number of each TSP placed in temporary nonuse status;

(2) The duration of the temporary nonuse status;

(3) The cause for imposing temporary nonuse, and the facts showing the existence of such a cause;

(4) Information and arguments in opposition to the temporary nonuse period sent by the TSP or its representative; and

(5) The reviewing official's determination about keeping or removing temporary nonuse status.

(c) For suspended or debarred TSPs, your records must include the same information as paragraph (b) of this section and you must:

(1) Assure your agency does not award contracts to a suspended or debarred TSP; and

(2) Notify GSA (see section 102-117.315).

**102-117.315 Who must I notify on suspension or debarment of a TSP?**

Agencies must report monthly any suspension or debarment actions to:

General Services Administration  
Office of Acquisition Policy (MV)  
1800 F Street, NW.  
Washington, DC 20405  
<http://www.epls.arnet.gov>

**Subpart J—Representation Before Regulatory Body Proceedings**

**102-117.320 What is a transportation regulatory body proceeding?**

A transportation regulatory body proceeding is a hearing before a transportation governing entity, such as a State public utility commission, the Surface Transportation Board, or the Federal Maritime Commission. The proceeding may be at the Federal or State level depending on the activity regulated.

**102-117.325 May my agency appear on its own behalf before a transportation regulatory body proceeding?**

Generally, no executive agency may appear on its own behalf in any proceeding before a transportation regulatory body, unless the Administrator of General Services delegates the authority to the agency. The statutory authority for the Administrator of General Services to participate in regulatory proceedings on behalf of all Federal agencies is in section 201(a)(4) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 481(a)(4)).

**102-117.330 When, or under what circumstances, would GSA delegate authority to an agency to appear on its own behalf before a transportation regulatory body proceeding?**

GSA will delegate authority when it does not have the expertise, or when it is outside of GSA's purview, to make a determination on an issue such as a protest of rates, routings or excessive charges.

**102-117.335 How does my agency ask for a delegation to represent itself in a regulatory body proceeding?**

You must send your request for delegation with enough detail to explain the circumstances surrounding the need for delegation of authority for representation to:

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

**102-117.340 What other types of assistance may GSA provide agencies in dealing with regulatory bodies?**

(a) GSA has oversight of all public utilities used by the Federal Government including transportation. There are specific regulatory requirements a TSP must meet at the State level, such as the requirement to obtain a certificate of public convenience and necessity.

(b) GSA has a list of TSPs, which meet certain criteria regarding insurance and safety, approved by DOT. You must furnish GSA with an affidavit to determine if the TSP meets the basic qualification to protect the Government's interest. As an oversight mandate, GSA coordinates this function. For further information contact:

General Services Administration  
Federal Supply Service  
Office of Transportation and Property Management  
Travel and Transportation Management Division (FBL)  
Crystal Mall Bldg. #4, Room 814  
Washington, DC 20406

### **Subpart K—Reports**

#### **102-117.345 Is there a requirement for me to report to GSA on my transportation activities?**

(a) Currently, there is no requirement for reporting to GSA on your transportation activities. However, GSA will work with your agency and other agencies to develop reporting requirements and procedures. In particular, GSA will develop a Governmentwide transportation reporting system by October 1, 2002.

*NOTE: As of December 2003, GSA is working with agencies to develop this system; it is under construction.*

(b) Preliminary reporting requirements may include an electronic formatted report on the quantity shipped, locations (from and to) and cost of transportation. The following categories are examples:

- (1) Dollar amount spent for transportation;
- (2) Volume of weight shipped;
- (3) Commodities shipped;
- (4) HAZMAT shipped;
- (5) Mode used for shipment;
- (6) Location of items shipped (international or domestic); and
- (7) Domestic subdivided by East and West (Interstate 85).

#### **102-117.350 How will GSA use reports I submit?**

(a) Reporting on transportation and transportation related services will provide GSA with:

- (1) The ability to assess the magnitude and key characteristics of transportation within the Government ( *e.g.* , how much agencies spend; what type of commodity is shipped; *etc.* );

(2) Data to analyze and recommend changes to policies, standards, practices, and procedures to improve Government transportation; and

(3) A better understanding of how your activity relates to other agencies and your influence on the Governmentwide picture of transportation services.

(b) In addition, this information will assist you in showing your management the magnitude of your agency's transportation program and the effectiveness of your efforts to control cost and improve service.

### **Subpart L—Governmentwide Transportation Policy Council (GTPC)**

#### **102-117.355 What is the Governmentwide Transportation Policy Council (GTPC)?**

The Office of Governmentwide Policy sponsors a Governmentwide Transportation Policy Council (GTPC) to help agencies establish, improve, and maintain effective transportation management policies, practices and procedures. The council:

(a) Collaborates with private and public stakeholders to develop valid performance measures and promote solutions that lead to effective results; and

(b) Provides assistance in developing the Governmentwide transportation reporting system (see section 102-117.345).

#### **102-117.360 Where can I get more information about the GTPC?**

For more information about the GTPC, contact:

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



**AGRICULTURE PROPERTY MANAGEMENT REGULATIONS  
CHAPTER 110-118 TRANSPORTATION PAYMENT AND AUDIT**

**SUPPLEMENTING**

**CHAPTER 102—FEDERAL MANAGEMENT REGULATION  
SUBCHAPTER D—TRANSPORTATION  
PART 102-118—TRANSPORTATION PAYMENT AND AUDIT**

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## **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 section 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 section 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 section 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 a 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 section 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://www.fss.gsa.gov>

**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:

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

**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://www.fss.gsa.gov>

**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.

***110-118.85 Use of Credit Cards***

***USDA agencies may not use credit cards for transportation services under most circumstances, especially with household goods shipments due to tax implications.***

**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 section 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://www.fss.gsa.gov>

**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://www.fss.gsa.gov>

**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://www.fss.gsa.gov>

***110-118.170 GSA's centralized numbering system for Government transportation documents.***

***USDA agencies must use a unique block of numbers received from GSA. You may contact Lenore Fleming on 817-978-2508 to receive your block of unique numbers. Each agency must control these numbers and disburse them for use according to agency regulations.***

### **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  
<http://www.fss.gsa.gov>

**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  
<http://www.fss.gsa.gov>

**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://www.fss.gsa.gov>

(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

(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 section 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 section 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.

### ***110.118.285 Household Goods Shipments***

***For household goods shipments, USDA agencies must use transportation service providers that are certified to perform prepayment audits on their household goods charges. In those rare situations (remote locations) where a carrier does not perform this service, the agency must submit the carrier's billing to a vendor that performs prepayment audit services. GSA maintains a listing of certified prepayment vendors on their website. ([www.firstgov.gov](http://www.firstgov.gov), do a search on GSA Prepayment Audits; click on GSA prepayment audits, cursor down to Financial and Business Solutions (FABS) Schedule 520.) NOTE: The National Finance Center (NFC) no longer provides prepayment audit services and no longer processes payments for transportation charges. If an agency chooses to use the National Traffic Service (NTS), 151 John James Audubon Parkway, Amherst, NY 14228, which was the prepayment contractor for NFC, they must contract for such services independently. Payments for all transportation charges must be paid by the agency directly through FFIS following the prepayment audit.***

### **Freight Shipments**

***For freight shipments, follow the policy stated above in Section 110-118.285.***

### **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://www.fss.gsa.gov>

(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 section 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://www.fss.gsa.gov>

### **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://www.fss.gsa.gov>

**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

**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
(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

<b>(h) TSPs exempt from regulation</b>	6 years	28 U.S.C. 2401, 2501
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**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?**

Statutory time limits vary depending on the mode and the service involved and may involve freight charges. The following tables list the time limits:

<b>(a) Time Limits on Actions Taken by the Federal Government Against TSPs</b>			
<b>Mode</b>	<b>Freight Charges</b>	<b>Reparations</b>	<b>Loss and Damage</b>
<b>(1) Rail</b>	3 years 49 U.S.C. 11705	3 years 49 U.S.C. 11705	6 years 28 U.S.C. 2415
<b>(2) Motor</b>	3 years 49 U.S.C. 14705(f)	3 years 49 U.S.C. 14705(f)	6 years 28 U.S.C. 2415
<b>(3) Freight Forwarders subject to the IC Act</b>	3 years 49 U.S.C. 14705(f)	3 years 49 U.S.C. 14705(f)	6 years 28 U.S.C. 2415
<b>(4) Water (subject to the IC Act)</b>	3 years 49 U.S.C. 14705(f)	3 years 49 U.S.C. 14705(f)	6 years 28 U.S.C. 2415
<b>(5) Water (not subject to the IC Act)</b>	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)
<b>(6) Domestic Air</b>	6 years 28 U.S.C. 2415		6 years 28 U.S.C. 2415
<b>(7) International Air</b>	6 years 28 U.S.C. 2415		2 years 49 U.S.C. 40105

<b>(b) Time Limits on Actions Taken by the Federal Government Against TSPs Exempt From Regulation</b>			
<b>Mode</b>	<b>Freight</b>	<b>Reparations</b>	<b>Loss and Damage</b>
<b>(1) All</b>	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 a 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://www.fss.gsa.gov>

(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://fss.gsa.gov>

(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://fss.gsa.gov>

**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://www.fss.gsa.gov>

**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://www.fss.gsa.gov>

**Note to section 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://www.fss.gsa.gov>

**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.