CHAPTER 12

DOE INTERNAL REIMBURSABLE TRANSACTIONS

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I. INTRODUCTION

I.A. Purpose

The chapter provides the requirements for DOE internal reimbursable transactions.

I.B. Scope

This chapter describes the requirements for reimbursable transactions between DOE contractors, contractor reimbursements to DOE Federal entities, and reimbursable transactions between DOE Federal entities, including the Power Marketing Administrations (PMAs) and the Federal Energy Regulatory Commission (FERC).

I.C. Authorities

Relevant financial authorities are cited in the chapter. The DOE Office of Acquisition Management has reviewed this chapter and determined that the guidance in this chapter is consistent with underlying procurement requirements and regulations.

I.D. Applicability

The chapter applies to Departmental elements, including the National Nuclear Security Administration (NNSA) (DOE Federal entities), and DOE contractors performing work for each other.

I.E. Exclusions

Processes defined in this chapter for internal reimbursable transactions may not be used to obligate funds on a Management & Operating contractor by a DOE Federal office.

II. REIMBURSABLE WORK BETWEEN DOE CONTRACTORS

II.A. Inter-Contractor Work for Transactions between Integrated Contractors

II.A.1. Inter-Contractor Work (ICW) Definition

Inter-contractor work represents a transaction in which one DOE integrated contractor obtains goods or services from another integrated contractor on a reimbursable basis. ICW includes orders previously referred to as inter-contractor purchases (ICPs), inter-entity work orders (IEWOs), Integrated Contractor Orders (ICOs), Memorandum Purchase Orders (MPOs), and Integrated Contractor Requisitions (ICRs).

ICW does not constitute a subcontract. However, specific Federal Acquisition Regulation (FAR) and Department of Energy Acquisition Regulation (DEAR) provisions that have been deemed to be relevant to ICW are noted in this chapter.

II.A.2. Appropriate Use of Inter-Contractor Work

II.A.2.i. Purpose of ICW

The ICW is a reimbursable process that allows one DOE integrated contractor to request work from another integrated contractor on a cost reimbursable basis. ICW is not a substitute for normal DOE contract obligations; regular and recurring work should be obligated by the cognizant Federal office using funding allocated through the DOE Budget Formulation and Distribution System (BFADS).

II.A.2.ii. Restrictions on the Use of ICW

ICW is not permitted in the following circumstances:

- (1) When the requested goods or services are readily available from the domestic private sector;
- (2) When the ICW work scope is not consistent with the performing contractor's contract; and
- (3) When the requested goods or services are inconsistent with general limitations on work performed by a Federally-Funded Research and Development Center (FFRDC), as specified in 48 CFR Part 35 (work must be within the purpose, mission, general scope of effort, or special competency of the performing contractor (FAR 35.405 as implemented by DOE/NNSA class deviation).
- (4) The ICW process should not be used as a process for distributing funding to other contractors on a pass-through basis.

II.A.3. Funding for Performance of ICW

II.A.3.i. ICW Cost Transfer Model

The ICW cost transfer process permits the performing contractor to incur costs against funds obligated to the requesting contractor. Integrated contractors are part of the DOE financial reporting entity and provide financial reporting directly within DOE's accounting system, the Standard Accounting and Reporting System (STARS). Because of this financial integration, there is no requirement for DOE to deobligate funds from the requesting contractor and re-obligate funds to the performing contractor. The performing contractor receives payments for work directly from the requesting contractor through the DOE Payment and Collection (DOE-PAC) system.

II.A.3.ii. Documentation of Funding for ICW Performance

The approved ICW order commits the requesting contractor to pay for the specified goods or services. Thus, an

approved ICW order documents the availability of funding for the performing contractor.

Funding for ICW orders must be set aside by the requesting contractor (encumbered) when placing the ICW order.

II.A.4. Approval of ICW for the Requesting Contractor

The Federal Contracting Officer must approve all individual ICW requests unless advance approval for ICW orders has been specifically provided. The Contracting Officer may choose to provide advance approval for ICW orders concurrent with approval of the contractor's purchasing system. Any advance approval for ICW orders must be separately noted in the written approval of the contractor's purchasing system and must specify relevant approval thresholds.

II.A.5. Approval of ICW for the Performing Contractor

II.A.5.i. Contracting Officer Approval Required

ICW represents work performed by a DOE contractor and thus must be approved by the Federal Contracting Officer for the performing contractor.

Approval from the Contracting Officer meets the requirements for a modification of work scope per 48 CFR 970.5211-1(d) consistent with the performing contractor's prime contract.

There is no requirement to approve an adjustment to contract costs for ICW orders per 48 CFR 970.5211-1(e) because costs are transferred to the requesting contractor (see II.A.4.i. of this chapter).

II.A.5.ii. Advance Approvals

The Contracting Officer may develop streamlined procedures for advance approval of transactions, such as advance approval of a master scope of work applicable to ICW orders. Advance approvals may specify specific thresholds for ICW orders that do not require individual approval by the Federal Contracting Officer.

Advance approval arrangements must be approved by the Contracting Officer after consultation with the Contracting Officer's reporting chain, as appropriate.

II.A.6. Documenting ICW Orders

ICW orders must include the minimum data elements in Attachment 12-1 of this chapter and must be approved as specified by II.A.4 and II.A.5 of this chapter. Approved ICW orders must be uploaded into the DOE-PAC system or retained by the requesting contractor.

When documentation is not uploaded into DOE-PAC, contractors must maintain documentation consistent with General Records Schedule (GRS) 1.1. Consistent with GRS 1.1, records relating to DOE ICW agreements and the supporting document must be retained for 6 years upon completion of the ICW.

ICW orders and related documentation must be available in a timely manner for DOE inspection and external audits, or as requested by the Office of the Chief Financial Officer.

II.A.7. Accounting, Billing, and Approval

II.A.7.i. Assigning Costs to ICW

The performing DOE contractor accounts for costs incurred in performing ICW in the contractor's financial management system. The DOE performing contractor must retain supporting documentation for the cost of work performed and billed.

II.A.7.ii. Billing

The performing DOE contractor initiates bills for the costs incurred during the billing period for each ICW order. Billing periods should align with the contractor's typical billing processes for reimbursable activities and should be specified in the ICW order.

The billing request must, at a minimum, separately specify the fully-burdened labor costs, fully-burdened subcontract costs, and fully-burdened other direct costs including materials. The request must also describe the work performed and goods or services provided (Do not include any classified or sensitive information).

Billing requests are processed by the performing contractor in DOE-PAC. DOE-PAC automatically generates billings and e-mail notifications to the requesting contractor.

II.A.7.iii. Approval of Charges

The requesting DOE contractor is responsible for monitoring performance/receiving deliverable(s), reviewing and approving or disapproving the charges billed through DOE-PACⁱ. The requesting contractor may obtain nonproprietary supporting documentation from the performing contractor as needed to support the costs billed.

II.A.8. ICW Audit Considerations

II.A.8.i. Audit Responsibility

The DOE Office of Inspector General (OIG) is responsible for auditing the costs incurred on integrated contracts (see

4.e.(1) of DOE Order 224.3A, *Audit Coordination, Resolution, and Follow-up).* The Inspector General may contract for completion of incurred costs audits as necessary and appropriate.

II.A.8.ii. Documentation of Costs Incurred

For DOE accounting and financial reporting, ICW is considered a contract cost for the contractor requesting the work. However, the performing contractor is primarily responsible for the accumulation and allocation of costs for ICW and maintains support for the lower-level cost detail. Documentary requirements for ICW billings are specified in II.A.7 of this chapter

Indirect cost allocations to ICW orders by the requesting contractor are subject to audit for compliance with disclosed cost accounting practices.

II.A.8.iii. Contractor Incurred Cost Submissions

Integrated contractors must separately disclose both the ICW performed and the ICW requested in their incurred cost submissions.

ICW requested is reported in the same schedule as subcontracts (schedule J or successor schedule). However, ICW orders must be clearly delineated so that they can be identified separately from subcontracts.

The total amount of ICW performed must be disclosed to allow reconciliation between contract costs incurred and DOE accounting records for contract obligations and costs (schedule H or successor schedule).

II.B. Integrated Contractor Performing Work for a Non-Integrated Contractor II.B.1. Scope and Purpose

Section II.B. provides financial policy for when a DOE integrated contractor performs work for a DOE non-integrated contractor utilizing a process modelled on the Strategic Partnership Projects (SPP) process, in accordance with the provisions of 48 CFR 970.3501-2.

There is no requirement to utilize the 48 CFR 970.3501-2 process. It is generally preferred for the DOE contract work to instead be obligated directly on the integrated contract using standard obligation and work authorization processes.

II.B.2. Non-Federal SPP General Guidelines

When a Federally Funded Research and Development Center (FFRDC) is performing the work, the non-integrated contractor can place an order with the FFRDC through the non-Federal SPP process

(48 CFR 970.3501-2). The non-integrated contractor cannot use this process for services that can be readily obtained from the domestic private sector and must maintain support to document use of the process.

Consistent with the DEAR clause, DOE policy is to process these transactions using the non-Federal SPP process in accordance with DOE Order 481.1E *Strategic Partnership Projects*. Integrated contractors that are not FFRDCs cannot use the non-Federal SPP process to perform work for a non-integrated contractor under this DEAR clause.

The following sections describe the procurement and financial processes for non-Federal SPP.

II.B.2.i. Approvals and Performance

The FFRDC contractor prepares a package and agreement in accordance with the requirements of DOE Order 481.1E, *Strategic Partnership Projects*, tailored as appropriate. The FFRDC contractor should coordinate with its cognizant DOE Federal Contracting Officer on appropriate tailoring.

II.B.2.ii. Funding

The DOE program office responsible for oversight of the FFRDC must obtain sufficient reimbursable authority through an allotment.

The non-integrated contractor must advance funds to the FFRDC in accordance with the agreement and the requirements for non-Federal work in the Financial Management Handbook Chapter 13.1, Reimbursable Work, section IV, or successor policy. Funding cannot be obligated on the FFRDC's contract until advances are provided.

II.B.2.iii. Accounting, Billing and Payment

The contractor operating the FFRDC accounts for costs in the contractor's financial system.

II.B.2.iv. Special Pricing Considerations

The DOE Federal Administrative Charge (FAC) should not be applied to this work because FAC is only applied to non-DOE work.

Work performed for non-integrated DOE contractors is considered to be DOE work for purposes of application of safeguards and security costs. The requirements in section II.F.1 of Chapter 15.1 of the Financial Management Handbook do not apply.

III. INTEGRATED CONTRACTOR REIMBURSEMENTS TO DOE FEDERAL ENTITIES

III.A. Scope and Purpose

The financial process defined by this section will be used for valid situations when a DOE Federal entity is reimbursed by a DOE integrated contractor for goods and services required in the performance of the DOE contract. Examples include service contracts, facility leases, utilities, security background investigations, interagency procurements, and transactions with foreign governments. The contractor, through this process, can allocate costs appropriately to the various contract final cost objectives, including reimbursable work agreements with non-DOE entities.

This policy does not authorize contractors to direct procurement actions by Federal officials.

III.B. Approvals and Performance

The DOE integrated contractor, the requesting entity for this type of transaction, prepares and approves an Internal Reimbursable Transaction (IRT) form (see Attachment 12-2 of this chapter). The performing DOE office may accept equivalent documentation provided it contains the data elements in Attachment 12-2. The DOE Federal entity, the performing entity for this type of transaction, must accept the IRT form.

III.C. Funding

The DOE integrated contractor must record the authorization and attach the signed IRT form (or alternative form) in DOE-PAC. Funds remain obligated on the contract of the integrated contractor. The funded activity can proceed after the IRT form is signed. The integrated contractor must attach the IRT form in DOE-PAC in a timely manner.

III.D. Accounting, Billing, and Payment

- III.D.1. The performing DOE Federal entity incurs costs for the inter-entity work and accounts for the costs in STARS. STARS generates billings to the integrated contractor in DOE-PAC, and DOE-PAC generates e-mail notifications to the contractor. The Federal entity servicing financial office records receivable and collection entries in STARS.
- III.D.2. The performing DOE Federal entity must retain supporting documentation for costs incurred, including documentation of costs incurred as a result of any work performed by another Federal agency. The documentation itself or instructions for retrieving the documentation must be attached to the relevant DOE-PAC records.
- **III.D.3.** The DOE integrated contractor is responsible for reviewing the charges billed through DOE-PAC as appropriate.

III.D.4. The DOE integrated contractor records the payment(s) in the contractor's financial management system.

IV. WORK BETWEEN DOE FEDERAL ENTITIES

IV.A. Scope and Purpose

This section provides the financial policy for work performed by one DOE Federal entity for another. These processes should not be used to transfer SPP/reimbursable work between entities (see Chapter 13.1, section II.C. of the Financial Management Handbook regarding the acceptance of SPP/reimbursable work). All work must be consistent with the purpose of the funding provided by the requesting Federal entity.

Section IV.B describes acceptable processes for when both Federal entities use DOE's primary accounting system, STARS.

See section IV.C for requirements when either the requesting or performing DOE Federal entity does not use STARS. DOE Federal entities that do not utilize STARS include the PMAs and FERC.

IV.B. Work between DOE Federal Entities that Use STARS

When both DOE Federal entities use STARS, there are three standard processes available for requesting work and an alternative limited use option. This section excludes work with the PMAs and FERC, which are covered in section IV.C.

IV.B.1. Direct Funding Allocations through BFADS

DOE Federal offices requesting work to be performed by another DOE Federal office may coordinate the allocation of funding directly to the performing Federal office. The performing entity obligates funding and incurs costs against the obligated funding. There is no billing, payment, or cost transfer process required.

Requesting and performing offices should document the agreedupon work scope prior to the allocation of funding. This may be done using local forms or procedures, including work authorizations. The IRT form in Attachment 12-2 of this chapter may also be used.

The documentation of the work to be performed by another Federal office must include: responsible points of contact, scope of work, period of performance, funding, etc. Note that certain form elements on the IRT form may not be applicable; see form instructions in Attachment 12-2.

IV.B.2. Internal G-Invoicing Process

The U.S. Treasury's G-Invoicing system may be used to process reimbursable transactions between two DOE Federal entities when approved by the Director, Office of Finance and Accounting, or designee. Additional requirements for G-Invoicing can be found in Chapter 13.1, section VIII of the Financial Management Handbook.

IV.B.3. STRIPES Process for Direct Contract Support

When a DOE Federal entity arranges with another DOE entity to procure goods or services from a non-integrated contract administered by the other DOE entity, the requesting entity may process a requisition within the Strategic Integrated Procurement Enterprise System (STRIPES). This process allows for the direct obligation of funding on the performing contract.

IV.B.4. Limited-Use Cost Transfer Process

IV.B.4.i. Scope and Purpose

The cost transfer process permits the performing DOE Federal entity to access funds obligated by the requesting DOE Federal entity. The performing entity can transfer costs incurred to the requesting entity's obligated funds.

IV.B.4.ii. Limited Use Approval

The cost transfer process is an option available for limited use. Because the process requires manual accounting entries to be performed by the Office of Finance and Accounting (CF-10), use of the process must be approved by the CF-10 Director or designee.

IV.B.4.iii. Documenting the Agreement

The requesting DOE Federal entity uses the IRT form (Attachment 12-2) to document its authorization. The individual approving the form must have authority to approve the expenditure of funds for the authorizing DOE Federal entity.

The requesting entity's Designated Financial Officer (DFO) should submit the IRT form to the CF-10 Director or designee for approval before this process can be used. If approved, the requesting DOE Federal entity should forward the IRT to the performing DOE Federal entity for acceptance.

IV.B.4.iv. Accounting, Billing, and Payment

With the cost transfer process, funds (budget authority) remain obligated at the requesting Federal entity. The performing Federal entity records an obligation using a transfer budget and reporting (B&R) code (YN1901000) and a Work for Others (WFO) value that pairs to the requesting entity's obligated funds.

For all offices, CF-10 supports the accounting processes in STARS that link the transfer B&R's activity to the actual funding obligated at the requesting entity.

The performing DOE Federal entity is responsible for making documentation available to the authorizing DOE Federal entity in sufficient detail to support costs incurred.

The requesting DOE Federal entity is responsible for reviewing the costs incurred by the performing DOE Federal entity and reviewing documentation as appropriate.

IV.C. Reimbursable Transactions with PMAs and FERC

Although part of DOE, the PMAs and FERC have some degree of autonomy. They have their own accounting systems and U.S. Treasury accounts that are separate from the primary DOE Treasury account that covers all DOE Federal entities that use STARS. Due to the separate Treasury accounts, reimbursable transactions with these entities should be processed as interagency agreements through G-Invoicing. While these transactions are processed as interagency agreements, FAC is not applicable to these DOE entities. See Financial Management Handbook Chapter 13.1, section VIII for requirements on G-Invoicing.

V. DEFINITIONS

V.A. DOE Federal Entity

For purposes of this policy, a DOE Federal entity is any Federal organization that is consolidated with the Department's financial statements.

V.B. Inter-Contractor Work (ICW)

For purposes of this policy, inter-contractor work (ICW) is an authorization for one integrated contractor to provide products/perform services for another integrated contractor.

V.C. Integrated Contractors (ICs)

Contractors with a contractual requirement for integrated accounting, 48 CFR 970.5232-8, *Integrated Accounting*, or successor clause. Contractors with integrated accounting are noted in the list of site/facility management contractors maintained by the MA Office of Acquisition Management (MA-60).

V.D. Internal Reimbursable Transaction (IRT) Form

A funding document used to document work from one DOE organization to another DOE organization. An IRT is not a procurement form and does not authorize any procurement actions.

V.E. Non-Integrated Contractors

DOE contractors that do not have a contractual requirement for integrated

accounting.

V.F. FFRDC

For purposes of this policy, an FFRDC is a DOE contractor-operated site that is designated as a Federally Funded Research and Development Center, in accordance with applicable FAR provisions. Contractors designated as FFRDCs are indicated on the list of site/facility management contractors maintained by the MA Office of Acquisition Management (MA-60).

V.G. DOE-PAC

The DOE Payment and Collection System. This DOE system facilitates billing and payments between DOE Federal entities and contractors and is integrated with the DOE primary accounting system STARS.

V.H. G-Invoicing

The G-Invoicing system is a Treasury system for Federal interagency agreements and is a way for Federal entities to transfer funds from one agency to another. G-Invoicing is maintained by Treasury's Bureau of the Fiscal Service.

VI. ACRONYMS AND ABBREVIATIONS

B&R Budget and Reporting

BFADS Budget Formulation and Distribution System

CF or CFO DOE Chief Financial Officer

CFR Code of Federal Regulations

DEAR Department of Energy Acquisition Regulation

DFO Designated Financial Officer

DOE Department of Energy

DOE-PAC Department of Energy Payment and Collection System

FAC Federal Administrative Charge FAR Federal Acquisition Regulation

FERC Federal Energy Regulatory Commission

FFRDC Federally Funded Research and Development Center

GRS General Records Schedule

ICW Inter Contractor Work

IRT Internal Reimbursable Transaction

MA DOE Office of Management

NNSA National Nuclear Security Administration

OIG Office of Inspector General

PMA Power Marketing Administration SPP Strategic Partnership Projects

STARS Standard Accounting and Reporting System

STRIPES Strategic Integrated Procurement Enterprise System

WFO Work For Others

ATTACHMENT 12-1 – DOCUMENTATION OF INTER-CONTRACTOR WORK TRANSACTIONS

The following data elements must be included in the agreement documenting an approved inter-contractor work transaction.

Documentation must be available in a timely manner for DOE inspection and external audit.

Any sensitive or classified information shall be retained in an appropriate system.

Required General Provisions

- Work Order/and or amendment number.
- Name of requesting contractor and DOE contract number.
- Name of performing contractor and DOE contract number.
- Project title/program name.
- Description of requested work.
- The period of performance.
 - The requesting contractor is responsible for ensuring that the period of performance is consistent with the availability of the funding utilized.
- The estimated cost, provided by the performing contractor.
 - Estimated cost to be calculated in a manner consistent with the cost estimates provided for Strategic Partnership Projects; see DOE Order 481.1E (or successor policy).
 - The requesting contractor must ensure that funds are appropriately encumbered in the contractor's financial management system to ensure availability of funds for payment.
- A general statement that any acquisition or disposition of property must comply with the terms and conditions of the prime contract(s).
- Any special provisions pertaining to contractor safety, health, and required site access shall be included, as applicable.
- The names and contact information of the programmatic points of contact (Principal Investigator or equivalent) for the requesting and performing contractor.
- The names, contact information, and approval of the administrative points of contact for the performing and requesting contractor.
- Record of approval for the requesting contractor, consistent with II.A.4. of this policy
- Record of approval for performing contractor, consistent with II.A.5. of this policy.

Payment Terms

Must include a statement that payments are for costs incurred in providing the equipment, materials, and/or services, consistent with the cost incurred by the performing Contractor.

Must specify the billing frequency (see II.A.7.ii. of this policy).

Rationale for Use of ICW

Must include a statement that:

- The work is within the purpose, mission, general scope of effort, or special competency of the performing contractor;
- The requested goods or services are not readily available from the domestic private sector; and
- Any effort to be subcontracted by the performing DOE contractor is incidental to the goods/services to be provided to the requesting contractor.

ATTACHMENT 12-2—INTERNAL REIMBURSABLE TRANSACTION (IRT) FORM

Internal Reimbursable Transaction (IRT) Form for Integrated Contractor to DOE Federal Entity or DOE Federal Entity to DOE Federal Entity

Rev. 08/25

1.	Work Order Number:	2. Fiscal Month/Fiscal Year to be Recorded:			
	Amendment Number:	Note: Only for use in inter-entity work in accordance with Financial Management			
		Handbook Chapter 12.			
	thorizing Work Section				
3.	Requestor:				
4.	. Requestor OPI Code:				
5.	Requestor POC:				
	Telephone Number:				
	Email:				
6.	6. Requestor Funds Availability Certification Signature and Date:				
7.	Requestor Authorization Signature and Date:				
8.	Scope of Work:				
9.	Period of Performance:				
10.	Requestor Billing and Budgetary Information: Address:				

Billing POC:			
Funding Description (STARS Accounting Flex Field (AFF) for Federal Requestors)			
otal Amount Certified Available:			
Previous Total: Change Amount: Revised Total:			
Time Limitation of Funds:			
Performing Work Section			
11. Performer:			
12. Performer OPI Code:			
13. Performer POC:			
Telephone Number:			
Email:			
TAIN C. D'III DOG IN I C.D C.C.			
14. Performer Billing POC and Procedures for Documentation of Costs:			
15. Performer Acceptance Signature and Date:			

Form Instructions

- 1) Work Order/and or Amendment Number (Requestor assigns).
- 2) Fiscal Month/Year to be recorded
- 3) Requestor

Contractor (Name of contractor and their Prime Contract number) or DOE Federal Entity (Official Office Name)

- 4) Requestor (Contractor or DOE Federal Entity) OPI Code
- Requestor Point of Contact (POC) and contact information Contractor or DOE Federal Entity POC Contact information (Name, Telephone Number, and e-mail)
- 6) Requestor Funds Availability Certification Signature and Date. Contractors should encumber funds appropriately to ensure that funds are available for requested work. Not applicable for Funds Distribution Process per IV.B.1. of this chapter.
- 7) Requestor Authorization Signature and Date authorizing work request in accordance with DOE policy.
- 8) Scope of Work, to include:
 - Statement of work,
 - Project Title/program name;
 - Associated DOE Program Description
 - If relevant, a general statement that any acquisition or disposition of property must comply with 41 CFR 109
 - Listing of acquired/furnished property if relevant
 - If performance at other locations, identify other locations and provide estimated travel requirements
- 9) Period of Performance
- Requestor Billing and Budgetary Information (not applicable for Funds Distribution Process per IV.B.1. of this chapter)
 - Billing Address
 - Billing POC (name, phone number, and e-mail)
 - Identification of the funding encumbered by the requesting entity (STARS Accounting String for Federal requestors)

- Total Amount Certified Available: Previous Total Amount; Current Change Amount; and Revised Total Amount
- Include any time limitations of the funding sources
- 11) Performing DOE Federal Entity
- 12) Performing DOE Federal Entity OPI Code
- 13) Performing DOE Federal Entity Programmatic POC DOE Federal Entity POC Contact information (Name, Telephone Number, and e-mail)
- 14) Performing DOE Federal Entity Financial POC and Procedures for Documentation of Costs (not applicable for Funds Distribution Process per IV.B.1. of this chapter)
- 15) Performing DOE Federal Entity Acceptance Signature and Date.

ⁱ DOE is planning system modifications to DOE-PAC in FY 2026 that will require the requesting entity to officially approve or disapprove all billings. Payment will not occur until a billing is approved in DOE-PAC.