

General Services Administration
Washington, DC 20405

APD 2800.12B, CHGE 12
December 28, 2004

GSA ORDER

Subject: Amendment 2004-04, GSAR Case 2004-G509, Access to the Federal
Procurement Data System


1. Purpose. This order transmits a revision to the General Services Administration Acquisition Manual (GSAM).
2. Background. The Federal Procurement Data System (FPDS) is the primary database of the Federal Government for information relating to Federal procurement. GSA, in keeping with its vision of providing greater transparency into Government contracting, announced that it will pay the costs to provide three years of free access to the public to data in the FPDS and to provide for a reduced cost for a special direct web services connection to the database.
3. Effective date. December 28, 2004.
4. Explanation of changes. GSA is amending the General Services Administration Acquisition Regulation (GSAR) by adding Subpart 504.6 to specify the rate that will be charged to non-governmental entities in exchange for permitting them to establish a direct computer connection with the Federal Procurement Data System database.
5. Filing Instructions. Remove and insert the following pages to the GSAM:

Remove page(s)

504-i and 504-ii
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Insert page(s)

504-i and 504-ii
504-3 thru 504-8



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Senior Procurement Executive
General Services Administration

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AMENDMENT 2004-04 DECEMBER 28, 2004

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504.570 Procedures for using the EPS.

(a) You must use the EPS to issue any synopsis required by FAR Part 5 or GSAR [Part 505](#).

(b) You must issue each written solicitation on the EPS, except as provided in paragraphs [\(c\)\(2\)](#) and [\(d\)](#) below.

(c) Although GSA intends that the EPS will substitute for paper copies of solicitations, web-based transactions are not practical in some industries or in some geographic areas at this time.

(1) If you expect that electronic access to a solicitation will result in adequate competition, distribute the solicitation only through the EPS. Include the following notice in the related synopsis:

GSA is issuing this solicitation only electronically. Interested parties may access the solicitation at <http://www.eps.gov>. This site provides instructions for downloading the solicitation file.

(2) If you believe that distribution of paper copies is necessary to ensure adequate competition, document the file to justify distribution of paper copies. Include the notice in paragraph [\(c\)\(1\)](#) above in the related synopsis, leaving out the first sentence.

(d) In some cases, release of construction drawings must be controlled to ensure adequate security. In other cases, an exhibit or attachment incorporated in a solicitation may not be available electronically. In either of these cases, you must explain in both the synopsis and the solicitation how interested parties may obtain a copy. In addition to the notice required by paragraph [\(c\)](#), include a notice substantially the same as below in both the synopsis and solicitation. Tailor the notice as necessary for the particular acquisition.

This solicitation incorporates documents which are not available electronically. See [*Identify the solicitation section that lists the subject documents*]. Interested parties may request copies of these documents by writing the Contracting Officer at the address in [*Identify address block in the solicitation*].

(e) The *Electronic Posting System Manual* provides detailed instructions for using the EPS. The Manual is available at <http://www.eps.gov/buyer.html>.

to those in the FPDS Reporting Manual. The following data reporting requirements deviate from the FPDS Reporting Manual.

(1) Governmentwide commercial purchase card actions over the micropurchase threshold must be reported, including modifications to those actions.

(2) Either the Standard Form 279, Individual Contract Action Report (ICAR) or the Standard Form 281, Summary Contract Action Report may be used to report contract actions of \$25,000 or less, including modifications to those actions, except for actions that must be reported on ICAR.

(b) *Documentation.* Documentation of information reported to GPDS must be retained.

(1) A signed copy of ICAR or its computer-generated equivalent should be retained in the contract file. If that is not feasible, the information, either in written or automated form, must be filed in the contract office.

(2) Copies of Summary Contract Action Reports must be on file in the contract office.

(c) *Record disposition.* Records of GPDS input are disposed of as required by HB, GSA Records Maintenance and Disposition System (OAD P 1820.2A).

(d) *Senior Procurement Executive's responsibilities.* The Senior Procurement Executive:

(1) Provides policy and guidance to implement and update GPDS reporting requirements.

(2) Approves and periodically reviews GPDS reporting procedures, including those for automated systems.

(3) Maintains the GPDS and evaluates its completeness and accuracy through information retrievals and also, for Central Office staff offices, reviews data reported.

(4) Assist Heads of Services in establishing procedures and developing training to ensure complete and accurate GPDS reporting.

(5) Provides GSA officials with information necessary to manage, evaluate, and oversee GSA procurement actions.

(6) Ensures that GSA contracting activities comply with special FPDS data reporting requirements not accomplished through GPDS reporting requirements.

(e) *Heads of Services' responsibilities.* Each Head of Service must:

(1) Establish procedures to ensure complete and accurate GPDS data reporting within the Service and update the procedures as GPDS requirements change.

(2) Inform all contracting activities that do not report through an automated system of agencywide GPDS reporting procedures.

(3) Ensure that user manuals for automated reporting systems include all required GPDS data elements.

(4) Designate GPDS Coordinators to manage and monitor GPDS reporting.

(5) Conduct training for contracting office personnel to ensure complete and accurate GPDS reporting.

Subpart 504.6—Contract Reporting

504.602-70 General Services Administration Procurement Data System (GPDS).

The GPDS is a computer-based information system developed to collect and edit GSA procurement data prior to Federal Procurement Data System (FPDS) submission. It also provides GSA managers with information about GSA acquisition operations.

(a) *Reporting requirements.* Since GPDS is a “feeder system” to FPDS, its reporting requirements are almost identical

(f) Regional Heads of Contracting Activities oversee and periodically evaluate GPDS reporting activities for contracting offices outside the responsibility of Heads of Services.

(g) Heads of Staff Offices must ensure that staff offices follow GPDS procedures in reporting procurement data.

504.602-71 Federal Procurement Data System—Public Access to Data.

(a) *The FPDS database.* The General Services Administration awarded a contract for creation and operation of the Federal Procurement Data System (FPDS) database. That database includes information reported by departments and agencies as required by Federal Acquisition Regulation (FAR) Subpart 4.6. One of the primary purposes of the FPDS database is to provide information on Government procurement to the public.

(b) *Fee for direct hook-up.* To the extent that a member of the public requests establishment of real-time integration of reporting services to run reports from another application, a one-time charge of \$2,500 for the original integration must be paid by the requestor. This one-time charge covers the setup and certification required for an integrator to access the FPDS database and for technical assistance to help integrators use the web services. The fee will be paid to the FPDS contractor and credited to invoices submitted to GSA by the FPDS contractor.

Subpart 504.8—Government Contract Files

504.800 Scope of subpart.

This subpart prescribes a standard contract file format for all contracts that exceed the simplified acquisition threshold, except leases of real property. You may also apply this subpart to purchases using simplified acquisition procedures.

504.802 Contract files.

(a) *File standardization.* Place all information and documentation required by FAR 4.802 and 4.803 in the contract file. Organize the file in the standard contract file format in [504.803](#).

(b) *Responsibility for files.* You are responsible for the official file. Those initiating documents about the contract must forward the documents to you for inclusion in the file. You are accountable for contract files transferred to the records center and for knowing where the National Archives and Records Administration placed the files.

(c) *Transfer of responsibility for contract files.* (1) When responsibility for a contract transfers from you to another contracting officer, e.g., transfer of assignments or redelegation of contract administration (intraoffice or interoffice), you must prepare a detailed listing by file number and name to identify the file(s) to be transferred.

(2) Retain a copy of the listing and send a copy to your successor as advance notice of the files to be transferred.

(3) Retain duplicates of the files transferred until your successor acknowledges receipt of the files.

(4) Send the files to be transferred to your successor by certified mail, return receipt requested, or by another method requiring your successor's signature to acknowledge receipt. Send two copies of the listing with the transferred files.

(5) Your successor must sign one copy of the listing, certifying receipt of the files listed, and return the signed copy to you.

504.803 Contents of contract files.

(a) *Arrangement.* (1) Tab the contract file.

(2) File items in reverse order starting with item (1) on the bottom of the file and item (27) on the top.

(3) File documents within a tab chronologically with the most recent document on top.

(4) Place documents too voluminous for an individual tab in a separate file. Annotate the tab with the location of the file.

(5) Omit any tab not required for the contract.

(b) *Tab contents.* The following instructions apply to contract actions up to award. Contracting activities may develop further guidance on tabbing postaward actions tailored to their requirements. Tab the contract file as specified below:

(1) Requisition or request for contractual action. Include the certification of the accuracy and completeness of data supporting a recommendation by technical or requirements personnel to use other than full and open competition. (See FAR 6.303-1(b).)

(2) Specifications, drawings, and other technical documents.

(3) Acquisition plan including, if applicable, the determination required by OMB Circular A-76 and concurrence of the cognizant competition advocate.

(4) Determination and findings required by FAR 1.7 and [501.7](#), or justification required by FAR 6.303, including the certification of accuracy and completeness of the justification.

(5) Department of Labor Wage Determination.

(6) Small business determinations.

(7) Source list.

(8) Statement as to synopsis of proposed procurement under FAR 5.2 or other required advertisements under [505.2](#).

(9) Presolicitation notice.

(10) IFB/RFP and amendments.

(11) Abstract of bids or proposals including identification of the low bidder or offeror, discounted price, etc.

(12) Cost or pricing data and information other than cost or pricing data. Include the waiver and documentation supporting the waiver if the requirement for submission of

cost or pricing data is waived, as provided in FAR 15.403-1(b)(4).

(13) Field pricing report (see FAR 15.404-2).

(14) Price or cost analysis report prepared under FAR 15.404. Include:

(i) Supporting technical analyses, other than those supporting an audit report.

(ii) Profit or fee analysis required by FAR 15.404-4 and [515.404-4](#).

(iii) An independent Government estimate, if required.

(15) Documentation required by FAR 15.406, written to permit reconstruction of the acquisition's major events.

(16) Certificate of current cost or pricing data, if applicable.

(17) Pre-award survey.

(18) EEO compliance review.

(19) "No bid" or "no proposal" correspondence.

(20) Unsuccessful bids or proposals. Include a copy of each rejected bid and unacceptable proposal.

(21) Mistakes in bids and protests. Include all correspondence and determinations relating to Mistakes in bids disclosed before award or protests.

(22) Actions taken on late bids or proposals.

(23) Contract action. Include:

(i) Successful bid or proposal and all pertinent correspondence applicable to the contract action, including evidence of submission of contract award data to paying office (see [504.201](#)).

(ii) Subcontracting plans incorporated in and made a material part of a contract, as required by FAR 19.705-5(a)(5).

(24) Evidence of legal review, if required.

(25) Approvals. Include, as applicable:

(i) GSA Form 1535, Recommendation for Award.

(ii) Documentation of approval of subcontracting plan.

(iii) Record of individuals authorized access to contractor bid or proposal information or source selection information (see [503.104-5\(a\)\(4\)](#)).

(26) Notices of award.

(27) SF 279, FPDS Individual Contract Action Report, or system-generated equivalent.

(c) *Index.* (1) Place an index of the file tabs in the file. Mark items that do not apply. If necessary, briefly explain why. You may use the GSA Form 3420, Contract/Modification File Checklist File Format (Award), for the index.

(2) Include subheadings under a tab if required by your office.

504.804-5 Detailed procedures for closing out contract files.

The administrative contracting officer (ACO) must forward the statement required by FAR 4.804-5(b) and the contract files to the cognizant procuring contracting officer (PCO). The ACO must follow the procedures outlined in [504.802\(c\)](#) when transferring files to the PCO.

504.805 Storage, handling, and disposal of contract files.

Your accountability for contract files ends when the following three conditions exist:

(a) The files' retention period expires.

(b) You receive the notice of disposal from the National Archives and Records Administration.

(c) The records liaison officer whose organization has functional responsibility for the files approves disposal.

Subpart 504.9—Information Reporting to the Internal Revenue Service

504.903 Payment information.

(a) The Office of Finance reports to IRS on payments made to certain contractors for services performed and to lessors for providing space in buildings. This is required by 26 U.S.C. 6041 and 6041A and implemented in 26 CFR. To assist Finance, you must indicate on obligating documents you send them (e.g., purchase, delivery, or task orders; contracts; the GSA Form R-620 for leases; or certified invoices) all the following information:

(1) Contractor's organizational structure (e.g. corporation, partnership).

(2) Contractor's taxpayer identification number (TIN).

(b) Make reports required by 26 U.S.C. 6050M through the FPDS.

Subpart 504.70—Uniform Procurement Instrument Identification

504.7001 Uniform procurement instrument identification.

This subpart:

(a) Prescribes procedures for identifying contracts, orders, and other procurement instruments regardless of dollar threshold.

(b) Applies to all contracting activities, except:

(1) FSS's procurement activities, except FSS Property Management Division (FBP) which must comply with these procedures.

(2) Real property leasing.

504.7001-1 Policy.

(a) Use the uniform procurement instrument identification system for procurement instruments listed in [504.7001-5\(c\)](#). Do not use it for:

(1) Purchases made through certified invoice procedures (see [513.370](#)).

(2) Imprest fund purchases.

(3) Purchases made with the Governmentwide commercial purchase card.

(b) Complete the contract number block provided on the applicable forms. If a space is not reserved for the prescribed number, place the number in the upper right-hand corner of the form.

(c) Each contracting office must maintain records to ensure continuity and control of procurement instrument identification numbers. (See [504.7002](#).)

504.7001-2 Basic procurement instrument identification number.

The basic procurement instrument identification number normally is assigned at award. The contracting office may assign a number when it receives a procurement request to facilitate procurement tracking. The basic procurement instrument identification number stays the same throughout the life of the procurement instrument. It consists of 14 alphanumeric characters as follows:

Character(s)	Content	Content Description Location	Example
1–2	Agency Designation Code	Always “GS”	GS
3–4	Region/Central Office Identification Code	504.7001-5(a)	02
5	Service/Office Code	504.7001-5(b)	P
6–7	Last Two Digits of Fiscal Year of Number Assignment		99
8–9	Preparing Contracting Office Code	Located in GPDS retrieval GCO	PF
10	Instrument Code	504.7001-5(c)	L
11–14	Serial Number	504.7001-5(d)	0002

504.7001-3 Order and call instrument identification number.

Delivery or task orders under indefinite delivery contracts and schedule contract orders are identified by placing an 11-character alphanumeric identification number in the order number block of the order form as shown in the table below.

The basic indefinite delivery or schedule contract number is placed in the contract number block of the order form.

Character(s)	Content	Content Description Location	Example
1	Service/Office Code	504.7001-5(b)	P
2–3	Region/Central Office Identification Code	504.7001-5(a)	01
4–5	Last Two Digits of Fiscal Year of Number Assignment		98
6–7	Preparing Contracting Office Code	Located in GPDS retrieval GCO	PB
8–11	Serial Number (in sequence as issued by the contracting office)	504.7001-5(d)	B096

504.7001-4 Supplemental procurement instrument identification number.

Modifications to the basic contract instrument and to calls/orders against contracts are numbered with a four character alphanumeric number. The supplemental identification numbering system applies to all modifications to contracts and to call/orders against contracts.

Character(s)	Content	Description	Example
1	Office Issuing Modification	A = Administrative Office P = Purchasing Office	A
2	Action Type	A = Administrative Change C = Change Order O = Other S = Supplemental Agreement (bilateral signatures)	S
3–4	Serial Number	01–99 A1–A9 to Z1–Z9 AA–AZ to ZA–ZZ	B2

504.7001-5 Codes for instrument identification numbers.

(a) *Region/Central Office Codes.*

00	Central Office
01	Region 1
02	Region 2
03	Region 3
04	Region 4
05	Region 5
06	Region 6
07	Region 7

- 08 Region 8
- 09 Region 9
- 10 Region 10
- 11 National Capital Region

(b) *Preparing Service/Office Codes.*

- B Office of the Chief Financial Officer
- F Federal Supply Service
- G GSA Board of Contract Appeals
- C Office of the Chief People Officer
- I Office of Chief Information Officer
- J Office of Inspector General
- L Office of General Counsel
- M Office of Governmentwide Policy
- P Public Buildings Service
- T Federal Technology Service

(c) *Procurement Instrument Type Codes.*

- A Agreements, including basic agreements, basic ordering agreements, and blanket purchase agreements.
- B Reserved.
- C Contracts, including letter contracts; contracts referencing basic agreements, or basic ordering agreements, excluding indefinite delivery contracts.
- D Indefinite delivery contracts, including definite quantity, requirements, and indefinite quantity.
- E Sales contracts.
- F–L Reserved.

- M Purchase orders (open market simplified acquisition)—manual.
- N Reserved.
- P Purchase orders (open market simplified acquisition)—automated.
- Q–R Reserved.
- S Schedule contract.
- T–Z Reserved.

(d) *Serial Number Codes.* (1) A separate series of numbers may be used for each basic instrument type (see [504.7001-2](#) and [504.7001-5\(c\)](#)).

(2) For delivery or task orders, each order issued by contracting office must receive a consecutive serial number. That is, orders are numbered in sequence as issued by the contracting office; not in sequence under any individual contract.

(3) At the beginning of each fiscal year, the first number assigned is 0001.

(4) Alphanumeric characters are serially assigned after the numeric series is exhausted.

(5) The allowable numeric and alphanumeric sequences, excluding alpha I and O are:

- (i) 0001 through 9999.
- (ii) AOO1 through A999, BOO1 through B999.
- (iii) and so on to ZOO1 through Z999.

(6) Each issuing office is responsible for controlling serial number assignments.

504.7002 Procurement contract register.

GSA Form 2728, Procurement Contract Register, or an automated register, is used to ensure continuity and control of procurement instrument identification numbers.

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