

INDIAN AFFAIRS MANUAL

- 1.1 Purpose.** This chapter establishes Indian Affairs' (IA) Property Management Program policy to efficiently acquire, use, dispose of, and account for federal property, which includes personal and real property.
- 1.2 Scope.** This policy applies to all offices under the Assistant Secretary - Indian Affairs (AS-IA), including offices reporting to the AS-IA, the Bureau of Indian Affairs (BIA), and the Bureau of Indian Education (BIE).
- 1.3 Policy.** It is IA's policy to comply with all federal and Department of the Interior (DOI) requirements for personal and real property. This includes maintaining detailed records for all property acquired by IA, BIA, and BIE.
- 1.4 Authority.**

A. Statutes and Regulations.

- 1) 25 U.S.C. Part 900 - Contracts under the Indian Self-Determination and Education Assistance Act, Subpart I – Property Donation Procedures
- 2) 40 U.S.C. Subtitle I, Federal Property and Administrative Services
- 3) P.L. 81-152, Federal Property and Administrative Services Act of 1949, as amended
- 4) P.L. 93-638, Indian Self-Determination and Education Assistance Act (ISDEAA), as amended
- 5) 41 CFR 101, Federal Property Management Regulations
- 6) 41 CFR 102, Subchapter B, Federal Management Regulation (FMR) - Personal Property

B. Guidance.

- 1) 410 Departmental Manual (DM) 1 - 2: Personal Property Management
- 2) Interior Property Management Directive (IPMD) 114-60 - Personal Property Management Program
- 3) DOI Real Property and Financial Management Guide
- 4) Office of Management and Budget (OMB) Circular A-123, Appendix B, A Risk Management Framework for Government Charge Card Programs

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C. Handbooks.

- 1) Federal Accounting Standards Advisory Board (FASAB) Handbook of Accounting Standards and Other Pronouncements, as Amended, Statement of Federal Financial Accounting Standards (SFFAS) 3: Accounting for Inventory and Related Property, October 1993
- 2) DOI Financial Management Handbook (FMH), Chapter 21 - Capitalization of Internal Use Software Costs Policy

1.5 Responsibilities.

- A. **Deputy Assistant Secretary – Management (DAS-M)** is responsible for administering this policy.
- B. **Directors, BIA and BIE** ensure this policy is implemented throughout BIA and BIE in compliance with all applicable laws, regulations, policies, and procedures. The Directors also designate BIA and BIE personal Property Administrators (PAs).
- C. **Deputy Bureau Director (DBD), Office of Justice Service (OJS), BIA** ensures this policy is implemented throughout OJS offices in compliance with all applicable laws, regulations, policies, and procedures. The DBD, OJS also designates OJS PAs.
- D. **Director, Office of Facilities, Property, and Safety Management (OFPSM), DAS-M** has overall responsibility for the IA Property Management Program, including policy and oversight, and serves as the IA Property Management Officer (PMO).
- E. **Chief, Personal Property Management (PPM), OFPSM** is responsible for implementing the Property Management Program, and for ensuring IA is in compliance with property management policies and procedures consistent with the General Services Administration (GSA) and DOI regulations and requirements.
- F. **PA** is responsible for implementing this policy and related procedures, and for providing advice and guidance on day-to-day property operations to the office(s)/their management that they support. The PA designates Accountable Property Officers (APOs) for his/her program offices.
- G. **Regional Property Officer (RPO)** is responsible for:
 - 1) overseeing the Property Management Program in his/her respective region, including implementing and executing BIA property management policies and procedures to ensure compliance;

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- 2) providing advice and guidance on day-to-day personal and real property matters to the respective regional offices;
- 3) acquiring and distributing property tags and motor vehicle license plates; and
- 4) placing tags on capitalized property.

H. APO provides operational guidance to all program offices within his/her geographical jurisdiction and executes the functional responsibilities of property management. Additionally, APOs designate Custodial Property Officers (CPOs) and Receiving Officers (ROs) in cooperation with the appropriate supervisor approval. The APO or RPO is responsible for acquiring and distributing property tags and motor vehicle license plates.

I. CPO is responsible for:

- 1) managing day-to-day property operations, including personal and real property management, entrusted to his/her program through the CPO designation letter;
- 2) placing and removing property tags, excluding capitalized property; and
- 3) maintaining a log documenting the issuance of each accountable tag and license plate.

The CPO's property management responsibilities cannot be re-designated, re-assigned, or re-delegated to another individual unless done by the RPO/APO upon direction from his/her Program Manager/supervisor.

J. RO is responsible for:

- 1) receiving all incoming shipments, and physically inspecting and inventorying the received property to ensure the quantity orders has been delivered and the articles received adhere to the ordered asset's specifications;
- 2) certifying the assets were inspected and received by completing and signing the Receiving Certification portion of the BIA-4311, Receiving Report form, and obtaining the signature of the CPO for acceptance certification; and
- 3) submitting the completed BIA-4311, Receiving Report, to the Financial and Business Management System (FBMS) Acquisition Contracting Officer Representative (COR) Receiving Official and to the APO/RPO for processing.

Under no circumstances will the employee designated as the RO for accountable and sensitive property be the same individual who makes the procurement award or processes the payment. Designations must be in the official position description, by memorandum, or by another written document. Purchase card holders will normally be the RO for their own purchases, unless otherwise directed by their office.

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- K. Awarding Officials (AOs) and/or Contracting/Grants Officers** are responsible for transmitting information regarding Government-furnished property to the RPO/APO. The AO and/or the Contracting/Grants Officer must provide completed and certified inventories to the RPO/APO.

1.6 Definitions.

- A. Accountable property** is non-expendable property with a useful life of two years or more for which detailed accountability or property control records are maintained, and which may or may not be charged to a general ledger (GL) control account. Accountable property includes system-controlled, bureau-managed, capitalized, non-capitalized, leased, contractor-held property, and sensitive equipment regardless of cost. All museum property is accountable with no dollar threshold.
- B. System-controlled property** is property with an original acquisition cost of \$5,000 or more, and sensitive property, regardless of cost. System-controlled property must be recorded and controlled in a bureau/office property management system.
- C. Betterments** are enhancements to personal property that add value or increase the capability of the item, or extends the useful life one or more years. Betterments exceeding the capitalization threshold for personal property must be recorded as a separate item in FBMS.
- D. Capitalized personal property** is accountable personal property (not including museum property) with an original cost to the Federal Government of \$25,000 or more. Installation, shipping and handling, and configuration costs are included as part of the original acquisition value and are capitalized.
- E. Expendable property** is non-sensitive property with an average life expectancy of less than two years, such as office supplies, printer cartridges, copy paper, etc.
- F. Museum property** is a subset of personal property, and includes objects, works of art, or archives retained for long-term preservation, study, and interpretation consistent with statutory requirements, relationship to the respective bureau/office mission, or other appropriate factors.
- G. Non-capitalized property** is personal property with an acquisition cost of \$5,000 to \$24,999.99. This does not apply to property deemed “sensitive”.
- H. Non-expendable property** is personal property that is defined as having a continuous use, is not consumed in use, is durable, has an expected service life of two plus years, may be sensitive property, or may not be charged to a GL control account; and for

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which accountability or property control records are maintained.

- I. Non-government-owned personal property** means personal property that is owned by the employee and is purchased with his/her funds.
- J. Personal property** is government-furnished property of any kind or an interest therein, except: (1) real property, (2) records of the Federal Government, and (3) naval vessels of the following categories: battleships, cruisers, aircraft carriers, destroyers, and submarines. Specifically, personal property includes all Federal Government-furnished equipment, materials and supplies, and museum objects. It does not include property that is incorporated in, or permanently affixed to, real property (i.e., land or a building).
- K. Real property** is land, buildings, and other structures held in title by the Federal Government and administered by IA, which are affixed to the earth. Examples include buildings of all types, including portable structures that are on foundations or affixed to permanent utility systems, roads, parking facilities, utility systems, wells, ditches, dams, and property items that are permanently affixed to real property, such as furnaces and sinks. Real property may also include heritage assets.
- L. Sensitive personal property** is personal property, which is controlled, regardless of value, by detailed property accountability records and is determined to be sensitive because of its high probability of theft, misuse, or misappropriation, or because it has been designated as sensitive by management. Sensitive property designated by IA includes motor vehicles, trailers, tablets, laptops, desktops, servers, Radio Communication Equipment (RCU), weapons, ballistic vests, ammunition, and explosives.
- M. Systems furniture** is a modular furniture solution that provides the various parts needed to create workstations. Systems furniture workstations are also referred to as cubicles. Systems furniture is used in multi-workstation configurations where stations can share support and privacy panels, reducing the overall square footage required.

1.7 Requirements and Procedures.

- A. Property Capitalization and Accounting Records.** IA must establish and maintain a system of accounting for capitalized property in accordance with the DOI property management requirements. All non-expendable property items acquired and held by IA with an acquisition cost at or above the approved capitalization threshold will be considered capitalized property. All capitalized personal property must be depreciated based on the useful life of the item and salvage value. Additionally:

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- 1) IA's capitalization threshold for personal property is \$25,000 or more. All personal property with an original acquisition cost of \$25,000 or more will be capitalized in the FBMS unless: (a) the item has a useful life of less than two years, or (b) the item is intended for sale/donation by IA. Betterments to an asset meeting or exceeding the capitalization threshold for personal property must be recorded as a separate item in FBMS. The capitalization threshold for internal use software is \$100,000 per license. Internal use software meeting the capitalization threshold must be recorded and tracked in FBMS (see DOI's FMH Chapter 21).
- 2) Non-capitalized property with an acquisition cost of \$5,000 to \$24,999.99 and sensitive property, regardless of the cost, is considered accountable property and is recorded in FBMS.
- 3) All non-expendable, non-sensitive property must be informally controlled and accounted for by the CPO. The property must be tagged with a "Property of the U.S. BIA" label. Accountable records for this property must be maintained in a database program or documented in a file using a handwritten list or a DI-105, Receipt for Property form. The documentation should include the make, model, and serial number, location, original acquisition cost, and date the property was received. These documents must be retained for a minimum of three years and should be filed in a manner to easily identify significant losses or excessive purchases.
- 4) All other expendable property is considered shelf stock and is not formally controlled.

B. GL Accounts. The Department requires IA to establish and maintain a system of GL accounts to properly account for all government-owned, capitalized personal property (including inventories of government property held by non-government entities) (see 410 DM 1: Personal Property Management – Scope, Policies, and Responsibilities).

The GL account, together with the property accountability records, must provide a record of the acquisition and disposition of all capitalized property, as well as provide the information needed for inventory control and management purposes. Detailed entries must support summary totals in the GL accounts. Additionally, the following guidance applies to GL accounts:

- 1) Property acquired through a loan should not be entered into the GL account.
- 2) Property converted to ownership at the end of a lease period may be capitalized. The original acquisition cost of capitalized property acquired and disposed of should be reflected in the GL account.

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- 3) The cost of capitalized equipment must be charged to the appropriate equipment account from the receiving report document. If the assigned object class or type of funds cited on the purchase order/receiving report is incorrect because of the determination of capitalization, the RPO/APO must notify the appropriate finance office of the necessary change.

These adjustments to the GL account should be made in the month the item is received or disposed of. Additionally:

- 4) Assets that are acquired via a purchase are established in the GL based on posted payment vouchers. All other FBMS transactions update the GL automatically when documents/transactions are accepted in FBMS. The total values of the GL and property accountability records in FBMS are maintained for all capitalized property.
- 5) The total value of capitalized property recorded in FBMS is reconciled with the related balances shown in the FBMS by the IA Division of Financial Reporting and Analysis. Any differences disclosed will be coordinated with the appropriate regional office to ensure records are reconciled and adjusted in accordance with sound accounting practices to bring the property accountability records and the GL account into complete agreement.

C. Acquiring personal property through GSA's Personal Property Management System (PPMS). Property may be acquired and disposed of through the GSA's PPMS automated system. The CPO will coordinate with the RPO/APO to obtain property through GSA's PPMS. Property acquired through GSA PPMS will be accounted for in FBMS if the RPO/APO determines the need to record the property in FBMS based on the property classification, such as accountable or non-accountable, and/or value of the property. A signed Standard Form (SF) 122: Transfer Order Excess Personal Property is required for property disposed of through GSA PPMS.

D. Recording acquisitions, transfers, corrections, and disposals of assets in FBMS. All acquisitions, transfers, corrections, and disposals of assets within FBMS must be completed within 30 days of the action. Therefore, any acquisition of property must be encoded into FBMS within 30 days of receipt of the property. Transfers will be completed in FBMS within 30 days upon receipt of a completed transfer document: DI-104, Transfer of Property form. Corrections must be made within 30 days of identifying an error. Disposals must be completed within 30 days of receipt of all disposal documentation. The forms that document disposal include: DI-103, Report of Survey; DI-103A, Certificate of Unserviceable Property; or BIA 4335, Donation of Personal Property to Indian Tribes or Tribal Organizations.

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- E. Property Accountability Records (Documentation).** Asset files will be established immediately upon receipt of all accountable system-controlled property acquired by purchase, transfer, authorized donation, or other means. The files will be subject to both internal and external audits, and all entries must be supported by valid acquisition and disposal documents. Accountability records must be established and maintained for all government-owned personal property that is in the custody of a contractor, grantee, or other non-federal recipient in accordance with the terms of any legal instrument. This property is subject to the same inventory, reconciliation, and management controls as any other accountable property held by IA.
- F. Transfer of Accountability and Responsibility for Records.** When an RPO/APO is relieved of responsibility for personal property (usually by a change of duties or termination of employment), a physical inventory must be conducted for property prior to relief of custody. Any discrepancies must be reconciled with the accountability records prior to release of responsibility. The RPO/APO will assume total responsibility and control of government-owned, leased, and/or loaned property involved in the transfer of accountability. If both parties have already departed, the responsibility for the property must be assigned to an interim or acting accountable official. All CPO designation letters will remain in effect until rescinded in writing. The RPO/APO is responsible for ensuring that property in the possession of a CPO is accounted for. This may be done by requiring a physical inventory for the property or a written statement that all property in the CPO's care is accounted for. Additionally:
- 1) When a CPO is relieved of responsibility for personal property, it is the responsibility of the RPO/APO to ensure that property entrusted to that individual is accounted for. This may be done by either requiring a physical inventory of the CPO's property, or the RPO/APO may require a written statement that all property entrusted to that person is accounted for. The latter method shifts responsibility for any shortages to the RPO/APO.
 - 2) Employees are assigned responsibility for accountable-system controlled and sensitive property in their custody by signing a DI-105, Receipt for Property form, upon receipt. Items used by more than one employee must be assigned to a CPO. Any employee having custody or use of government-owned property may be held financially liable as determined by a Survey Authority for its loss or damage, whether the employee has signed a receipt for the property.
 - 3) Prior to separation, transfer, or reassignment, an employee must obtain a signed clearance from IA Property Management and a physical inventory must be taken of all property in the employee's custody. The IA Exit Clearance Form is initiated by the employee's employing office and certified by the RPO/APO upon completion of the inventory. When an employee is separated or transferred out of the bureau,

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certification for final salary payment must be withheld until clearance is obtained. Payroll units must be notified when such clearance has been granted.

G. Government-Owned Property Official Use, Restrictions, and Use of Non-Government Property. IA employees may use Federal Government office equipment only for official business or as otherwise authorized by their immediate supervisor or chain of command. Additionally:

- 1) Government-owned personal property may be furnished for use only when specific authority exists to do so, and then only within the scope, purpose, and limitations of the authority. Such authority may exist when the use of government-owned property has been authorized within the written terms and conditions of a legally executed contract, grant, cooperative agreement, purchase order, or memorandum of understanding. The AO and the Contracting/Grants Officer are the only officials who can authorize the provision, acquisition, reimbursement, utilization, or disposal of any Federal Government property so involved.
- 2) Unauthorized use of government-owned personal property is prohibited. Additionally, government-owned property may not be used in, or moved to, an employee's residence, unless a DI-105, Receipt of Property form, is signed by the employee and the CPO.

IA employees with an approved telework agreement or remote work are not required to have a supervisor's written authorization to take their assigned work laptops to their residence to perform official duties. The provisions of this paragraph also do not apply to field equipment used in the performance of authorized work.

- 3) Limited personal use of Federal Government office equipment is allowable if the use occurs on non-duty time, does not interfere with official business, is not a commercial gain activity, or is not otherwise prohibited, and the expense to the government is negligible (see 410 DM 2: Limited Personal Use of Government Office Equipment and Library Collections).
- 4) Non-government-owned personal property may not be installed in, affixed to, or otherwise made a part of any government-owned personal or real property in a manner that makes the Federal Government responsible for any loss or damage; or that has the potential to damage the government-owned property involved; or that subjects the government to any copyright or license agreement violations. No one may install software on government-owned Automating Data Processing (ADP) equipment or use software for Federal Government work in violation of a license agreement or copyright.

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- 5) Employee-owned property may not be used in the performance of official duties unless approved by the employee's supervisor and as may fulfill a labor union collective bargaining agreement. When authority is granted for employees to use their own property in the performance of official government duties, the property is to be used at the risk of the owner/employee. The Federal Government will not be held financially liable for any damage or loss which may occur because of such use, unless such liability is defined by and assumed by the office in a written agreement which is signed by the RPO/APO and the employee's supervisor *prior* to using the property.
- 6) The supervisor and the RPO's/APO's approvals are not required for the use and installation of privately-owned decorative items or memorabilia in the workplace, provided that the structure or the safety of the facility is not thereby compromised and is not offensive to other employees. Such items should be identified as employee-owned property.
- 7) The requirements set forth in 41 CFR 101-25.100 permit the use of government-owned personal property in emergency situations which threaten loss of life or property and will be followed in making determinations as to what constitutes official use under exceptional circumstances.

1.8 Reports and Forms.

All forms referenced throughout as "DI-XX" are DOI forms and are located here: <https://www.doi.gov/eforms> (click on the 'Official Files for Production folder' link).

BIA/IA forms are located on the IA Online Forms webpage here: <https://www.bia.gov/policy-forms/online-forms>

GSA and SF forms are available here: <https://www.gsa.gov/reference/forms>

Approval

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Date: 2024.03.14 16:57:06
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Jason Freihage
Deputy Assistant Secretary – Management

Date