

ADS Chapter 534 Personal Property Management Overseas

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ADS 534 - Personal Property Management Overseas

534.1 OVERVIEW

Effective Date: 05/14/2009

This chapter provides the Agency's policy directives and required procedures governing the management, accountability, utilization, maintenance, and disposal of administratively controlled personal property overseas under direct USAID control.

Personal property consists of such items as office and residential furniture, equipment, supplies, appliances, vehicles, and machinery. It refers to all property not otherwise classified as land, land improvement, buildings, and structures that are normally referred to as real property. Policy and procedures pertaining to the management of USAID official vehicles are located in <u>ADS Chapter 536</u>. Policy and procedures covering real property management can be found in <u>ADS Chapter 535</u>.

This chapter applies only to USAID Missions that provide their own administrative services (operating expense (OE) and program funded) or those that are USAID Alternate Service Provider (ASP) Missions and provide personal property services to other Government agencies. USAID missions that receive personal property management services through the ICASS system, a program through which the U.S. Government (USG) provides and shares the cost of common administrative support at posts overseas, must adhere to Volume 6, Foreign Affairs Handbook (6 FAH-5), ICASS Handbook; 14 FAM 410, Posts Abroad; and post-specific guidance.

This chapter does not apply to trust-funded or program-funded assets acquired under contracts, grants, and cooperative agreements that are under the custody and control of contractors (see FAR 45, AIDAR 745.106, ADS 627 and 15 FAM 521.5).

534.2 PRIMARY RESPONSIBILITIES

Effective Date: 06/19/2020

- a. The Director, Bureau for Management, Office of Management Services,
 Overseas Management Division (M/MS/OMD), is the designated Agency Property
 Management Officer (PMO) for worldwide Agency overseas property. (See 14 Foreign
 Affairs Manual (14 FAM) 411.2-1, Property Management Officer (PMO) for a full description of duties.)
- **b.** The Bureau for Management, Office of Management Services (M/MS) is responsible for
 - Setting USAID policies for overseas personal property management and creating directives to implement them; monitoring compliance by overseas Missions with the policy directives and procedures in this chapter;

- Compiling property reports required by these regulations (see ADS 534.3.9) and 14 FAM;
- Responding to requests from overseas posts needing assistance with personal property; for example, policy inquiries, reporting instructions, inventory system problem resolution, training of Mission property management staff, etc.;
- Advising posts on redistribution of personal property;
- Approving Mission standardization requests; and
- Approving Missions' requests to classify property for disposal as foreign excess.
- **c. USAID Mission Principal Officers** are responsible for implementing all policies and procedures relating to USAID personal property at the Mission.
- **d. Executive Officers (EXOs)** are responsible for assisting Mission Directors in administering the USAID personal property program at posts, to include assuming the duties of Mission Property Management Officer (PMO). (See <u>14 FAM 411.2-1</u>, <u>Property Management Officer (PMO)</u>, for a full description of duties.)
- e. The Accountable Property Officer (APO) is responsible for all personal property duties. (See <u>14 FAM 411.2-2</u>, <u>Accountable Property Officer (APO)</u>, for a full description of duties.)
- f. The **Property Disposal Officer (PDO)** is responsible for overseeing property disposal functions. (See <u>14 FAM 411.2-3</u>, <u>Property Disposal Officer (PDO)</u>, for a full description of duties.)
- g. In overseas locations where personal property services and the combined assets of agencies under Chief of Mission (COM) authority are consolidated under a single shared administrative services structure, the responsibilities of the Alternate Service Provider agency and the Owning agency are specified in 2006 State ALDAC cable 71874, dated 5/5/06.
- h. The **USAID Controller** is responsible for establishing policy and procedures for the financial accounting of USAID personal property in accordance with all current financial management regulations. (See <u>14 FAM 411.2-5, USAID Controller</u>.)
- i. The **USAID Regional Inspector General for Audit (RIG/A)** is responsible for approving the acquisition of RIG/A-funded personal property and assisting in the inventory of RIG/A-purchased property. (See <u>14 FAM 411.2-6, USAID Regional Inspector General</u> for a full description of duties.)
- j. The **Director**, **Office of Security (SEC)** is responsible for designing, developing, and implementing property management policies, guidelines, and programs for all

security property procured with security appropriated funds or Department of State funds earmarked for USAID. The Mission EXO becomes responsible for all security property once it is issued from USAID/Washington (USAID/W) to the post.

- **k.** The **Chief Information Officer (CIO)** is responsible for issuing, designing, developing, and implementing property management policies, guidelines, and programs applicable to information technology (IT) hardware and software.
- I. The Bureau for Management, Office of the Chief Financial Officer, Central Accounting and Reporting Division (M/CFO/CAR), is responsible for issuing data calls for capitalized assets to record in USAID's general ledger and to ensure the financial statements are properly presented for capitalized property, plant, and equipment.
- m. The Office of Acquisition and Assistance (M/OAA) is responsible for issuing Agency-wide policies and guidelines for property management under contracts and assistance instruments (grants and cooperative agreements) awarded by both USAID/W and overseas operations.
- n. The Office of Acquisition and Assistance, Transportation Division,
 Commodity Logistics Team (M/OAA/T) is the USAID office responsible for USAID's
 Limited Excess Property Program. M/OAA/T administers the Limited Excess Property
 Program (LEPP), authorized and mandated by the Foreign Assistance Act (FAA),
 Sections 607 and 608. (See Contract Information Bulletin 98-26 for more
 information about the LEPP.)
- o. The Bureau for Humanitarian Assistance (BHA) is responsible for the acquisition and control of items purchased with BHA funds. (See 14 FAM 411.2-7, Office of U.S. Foreign Disaster Assistance for a full description of duties.)
- p. Employees are responsible for personal property in their custody. (See <u>14 FAM</u> <u>411.2-9, Employee</u>)
- 534.3 POLICY DIRECTIVES AND REQUIRED PROCEDURES
- 534.3.1 Personal Property Management

Effective Date: 05/14/2009

The Uniform State/USAID Regulations contained in <u>14 FAM 410- 417, Personal</u> <u>Property Management for Posts Abroad</u>, are the governing directives for USAID's overseas personal property program, as specified in this ADS chapter.

If there is a conflict in instructions between the two directives, the following USAID-specific policies supersede **14 FAM 410-417**. Related regulations exist in <u>ADS 629</u>, <u>Accounting for USAID-Owned Property and Internal Use Software</u>.

a. Personal Property Exceptions

The Agency Property Management Officer (PMO) grants exceptions to the property management regulations contained in this chapter and in **14 FAM 400 (410-417)** on a case-by-case basis.

b. Requirements for the Planning and Use of Personal Property

The Agency must adhere to the policies and procedures outlined in <u>14 FAM 412</u>, Requirements Planning and Use.

534.3.2 Standardization of Equipment

Effective Date: 07/01/2007

Standardization is the selection of a specific brand of technical equipment to the exclusion of other brands when it can be established that such action is necessary or in the public interest. The standardization of equipment must comply with the following principles and requirements:

a. Standardization Program

Missions are responsible for requesting the establishment or renewal of a standardization program. Missions must comply with the program once it is established and must periodically review it.

b. Standardization Authority

The authority to approve a Mission standardization plan rests with the Director, M/MS for OE-funded equipment or equipment under USAID's control, or the Contracting Officer for contractor-procured property to be used by the contractor during contract performance.

c. Standardization Limitations

The authority to standardize must not be used for the purpose of selecting the equipment of certain suppliers or for the initial procurement of equipment and spare parts. However, at posts where other agencies have in place a valid and current standardization plan for the same requirement as USAID's, and where USAID will benefit from joint effort with those agencies, the USAID Mission may use that standardization plan as a justification for requesting standardization authority for an initial procurement.

The standardization authority must not be used until the Agency has determined that

• The equipment is considered technical. Technical equipment is defined as mechanical and electrical equipment with parts subject to wear through

use. Examples of items that may be considered for standardization are motor vehicles, office and shop machines and equipment, unitized furniture, and household appliances; and

• The standardization of such equipment and interchangeability of its parts is necessary in the public interest.

d. Request for Standardization

When establishing or amending a standardization program for property that is titled to USAID or under USAID's control, Missions must send a Request for Standardization to M/MS, or to the Contracting Officer when the property is procured by a contractor for use under the contract. The request must be prepared in memorandum format and signed by the Mission PMO.

The request must clearly state that standardizing a specific brand name, product, or feature of a product peculiar to one manufacturer is essential and the compelling reasons why such standardization is necessary. The request must include an analysis of the local conditions and the following information as applicable:

- **1.** The name of the brand(s) to be standardized;
- **2.** A qualitative justification for the desired brands and models;
- **3.** A quantitative justification for the desired brands and models:
- **4.** A statement of continuing need;
- **5.** A historical review of existing equipment, detailing maintenance, repairs, and operation records of various brands and models in use;
- **6.** The availability of spare parts and maintenance facilities from local commercial sources or other sources
 - When adequate commercial maintenance facilities are not available, the most suitable brand of equipment desirable for standardization and why;
 - When commercial facilities are available, the capabilities of those facilities for servicing one or more brands of equipment and the impact these commercial capabilities have on the desired extent of standardization;
- **7.** A description of the terrain, altitude, and climatic conditions, if any, that impact on the selection of a specific brand or model; and

8. The predominant model of any one brand now in use.

e. Joint Standardization Programs

Missions must make an effort to create a joint standardization program with other U.S.G. agencies. When a standardization program has already been put into effect at a post, Missions must continue using the program if it is current and meets USAID's requirements, thereby benefiting from the research that has already been done and the experience of the using agency.

The Mission must submit a Request for Standardization to M/MS to participate in a joint program. The request must be prepared in memorandum format and signed by the Mission PMO. It must include:

- 1. A statement of joint effort with other U.S.G. agencies; and
- 2. Other Government agencies' use of or experience with similar brands and models. This information shows the possible availability and exchange of parts, or possible use of the other agencies' skilled servicing employees.

f. Procurement Under a Standardization Program

All procurements made pursuant to the approved standardization program must be accomplished in accordance with applicable Federal Acquisition Regulation (FAR) and USAID Acquisition Regulations (AIDAR). Approval of a standardization plan is not in itself authority for Missions to procure standardized equipment brands without full and open competition. The use of an existing exception to full and open competition is necessary for the procurement of approved standardized items, including U.S.-produced vehicles.

The existing exceptions that Missions must use are found either in the authority 48 CFR Chapter 7 (Subpart 706.302-70) or the procedures in FAR part 13 for purchases under the simplified acquisition threshold. A class justification has been approved to facilitate use of the authority in 48 CFR Chapter 7 (Subpart 706.302-70) for local procurements; non-local purchases still require a separate justification and approval in accordance with FAR 6.202, Establishing or Maintaining Alternative Sources. USAID has approved a class justification to facilitate use of the authority in 48 CFR Chapter 7 (Subpart 706.302-70) for procurements by Missions of U.S.-produced vehicles (see ADS 302.3.4.1.b.(2)). Procurement personnel must also comply with the requirements of Contract Information Bulletin (CIB) 97-16, or updated revisions, when using these class justifications.

USAID rarely awards procurements under the authority of <u>FAR 6.302-1</u>, <u>Only One Responsible Source and no Other Supplies or Services Will Satisfy the Agency Requirements</u>. This authority is generally not appropriate. The level of justification required to convincingly demonstrate that only one source is available under a standardization program, together with other administrative requirements as listed in **FAR 6.302-1**, make it suitable for use only in extraordinary cases.

g. Standardization Period

The approved standardization period must be for a stated period of time bearing a reasonable relationship to the item's life expectancy. This period must not exceed six years. The approved program is subject to periodic reviews, and, if conditions warrant, the standardization program must be revised or terminated.

h. Standardization Exceptions

The Executive Officer (EXO) at post must send requests for exceptions to established standardization plans to the Chief, M/MS for property that is to be titled to USAID or under USAID's control, or to the Contracting Officer when the property is procured by a contractor for use under the contract. Requests must be in writing and fully documented.

534.3.3 Receipt of Personal Property

Effective Date: 05/27/2005

The Agency must adhere to the policies and procedures in 14 FAM 413, Property Receipt.

534.3.4 Control of Personal Property

Effective Date: 05/27/2005

The Agency must adhere to the policies and procedures in <u>14 FAM 414, Control of Personal Property.</u>

534.3.5 Accounting for Personal Property

Effective Date: 05/14/2009

The Agency must adhere to the policies and procedures in <u>14 FAM 415</u>, <u>Accounting</u>, and <u>ADS 629</u>, <u>Accounting for USAID-Owned Property and Internal Use Software</u>.

USAID Missions' Accountable Property Officers must account for and track all property that meets the criteria as contained in 14 FAM 411.4 and 14 FAM 414.1-1 in property records/systems. (See 14 FAM 411.4 for definitions of nonexpendable personal property and accountable property.)

Sensitive and pilferable property, regardless of acquisition cost and procurement method, must be inventoried and tracked (see 14 FAM 414.1-1a.(9)). Sensitive and pilferable property is defined as durable assets that are readily portable and have significant resale value or significant potential for diversion to personal use. Examples include, but are not limited to, cell phones, two-way mobile radio systems, satellite phones, digital cameras, personal digital assistants (PDAs), IPods, MP3 players, GPS devices, special purpose flashlights, digital storage devices, televisions, DVD players and protective clothing. Such assets require inventory controls regardless of acquisition cost.

534.3.6 Physical Inventory and Reconciliation

Effective Date: 05/14/2009

The Agency must adhere to the policies and procedures in 14 FAM 416, Physical Inventory and Reconciliation.

Annual certification requirements and limitations on furnishings authorized for USAID Principal Officers are specified in <u>15 FAM 772.2</u>, <u>USAID Mission Director's</u>

<u>Residence</u>, and <u>15 FAM Exhibit 732a</u>, <u>China</u>, <u>Glassware</u>, <u>Silverware</u>, <u>Kitchen</u>

<u>Utensils and Linens authorized for USAID Principal Officers</u>.

534.3.7 Disposal of Personal Property

Effective Date: 05/05/2006

a. Disposal of OE-Funded Property

For disposal of OE-funded property, the Agency must adhere to the policies and procedures in 14 FAM 417, Disposal of Personal Property, and ADS 629.3.7, Depositing Proceeds from Real and Replacement Property Sales, on returning the proceeds of sales to the Mission.

b. Disposal of USAID Program-Funded Property under Direct USAID Control

Program-funded implementing awards (for example, contracts, grants, and cooperative agreements) typically include a clause or provision to provide disposal instructions, and Missions must observe such provisions. If no specific ownership or disposal instructions are included in the award, when the property is no longer needed for the immediate purpose for which it was procured, the obligation official (such as the Contracting Officer or the Agreement Officer) must instruct the contractor or recipient to dispose of the property using the following order of precedence:

- **1.** Transfer to other uses within the Assistance Objective than that for which it was originally purchased;
- 2. Transfer to other programmatic uses within the country or region originally served by the relevant activity (Grant-in-Aid, Project Contribution, or donation procedures apply);

- 3. Redistribution within USAID for administrative (OE) uses when such uses are expected to last one year or more (see 14 FAM 417.2-1, Redistributing Replacement Property);
- **4.** Transfer to another Government agency. In such cases, the receiving agency reimburses the USAID program account from which the property was purchased, if such an account is active. The reimbursement must not exceed the fair market value of the property item;
- **5.** Sale by sealed bid or public auction, with the proceeds of sale being credited to the relevant programmatic account, if active. In the event the accounts are inactive, for example, if a program has been closed, the proceeds must be returned to the U.S. Treasury;
- **6.** Abandonment or cannibalization. These methods are used only when the Program Manager has determined that the property has reached a condition of negligible value.

c. Personal Property Transfers to Shared Administrative Support Structures and/or ICASS

USAID personal property transferred to posts' shared administrative support structures and/or to ICASS as part of the Federal initiative to right-size the Government's presence abroad, and corresponding co-location of USG personnel under Chief of Mission (COM) authority into new embassy compound (NEC) facilities, is handled in accordance with 2006-State ALDAC cable 71874, dated-5/05/2006.

534.3.8 Use and Control of Official Vehicles

Effective Date: 5/18/2009

The Agency must adhere to the policy and procedures contained in <u>ADS 536</u> and <u>14</u> <u>FAM 430</u>.

534.3.9 Report Requirements

Effective Date: 05/14/2009

The Agency must adhere to the reporting requirements established in 14 FAM and in ADS 629, Accounting for USAID-Owned Property and Internal Use Software. (See 534.4.1 for the specific 14 FAM guidance.) USAID/W (M/MS) will notify Missions via a worldwide message of the requirement to submit Mission-specific annual property reports (for example, the Mission Director's Residential Inventory; the USAID Mission Nonexpendable Inventory; and the GSA Sales/Exchange Report) to M/MS to facilitate USAID headquarter external reporting requirements. USAID Mission EXOs must review and approve such reports before they transmit them to M/MS. In locations where USAID Missions obtain personal property services via the joint shared services

platform, EXOs are responsible for collecting required reports/data from the service provider and approving the reports prior to transmittal of data to M/MS.

534.4 MANDATORY REFERENCES

534.4.1 External Mandatory References

Effective Date: 05/14/2009

- a. 14 FAM 410, Personal Property Management for Posts Abroad
- b. 14 FAM 416.3d., USAID Principal Officers Residences
- c. <u>15 FAM, Exhibit 732A, Representational Items Authorized for USAID Mission Directors</u>
- d. 15 FAM 736.2
- e. <u>15 FAM 772.2, USAID Mission Director Residences</u>
- f. 41 CFR 101-38, Motor Vehicle Management (Authority)
- g. <u>2006 State Cable 71874, dated 5/5/06 ICASS Shared Services Asset</u> Transfer, Ownership, Title and Use Policy
- h. <u>Federal Acquisition Regulation (FAR) 6.202, Establishing or Maintaining</u>
 <u>Alternative Sources</u>
- i. Federal Acquisition Regulation (FAR) 6.302-1, Only One Responsible
 Source and No Other Supplies or Services Will Satisfy the Agency
 Requirements.
- j. Federal Acquisition Regulation (FAR) Part 45, Government Property
- k. <u>Federal Property and Administrative Services Act of 1949, as amended</u>
 (Authority)
- I. Foreign Assistance Act, as amended, Sec. 636 a (5)&(9) and b; and 621(a) (Authority)
- m. General Accounting Office (GAO) Policy and Procedures Manual for Guidance of Federal Agencies, Title 2 (Authority)
- n. <u>Joint Management Council (JMC)</u>
- o. Reporting Requirements: See the Following References

- 1. ADS 629, Accounting for USAID-Owned Property and Internal Use Software
- 2. 14 FAM 413, Property Receipt
- 3. <u>14 FAM 415.2-3, Coordination of Property and Fiscal Accounting</u>
 Records
- 4. 14 FAM 416.2, Physical Inventory and Reconciliation
- 5. 14 FAM 416.3d., USAID Principal Officers Residences
- 6. 14 FAM 416.4, Reconciling the Annual Inventory
- 7. 14 FAM 417.3, Methods of Disposal
- 8. 14 FAM 418.2, Sale or Exchange Reporting
- 9. 14 FAM 418.3, Capitalized Property Records
- 10. 15 FAM 732A, 15 FAM 732 A Exhibit A
- 11. <u>15 FAM 736.2</u>
- p. State 6 FAH-5 ICASS Handbook (H-400 Series)
- 534.4.2 Internal Mandatory References

Effective Date: 05/14/2009

- a. 48 CFR Chapter 7 (Subpart 706.302-70), Impairment of Foreign Aid Programs
- b. 48 CFR Chapter 7 (Subpart 745)
- c. ADS 535, Real Property Management Overseas
- d. ADS 536, Use and Control of Official Vehicles
- e. ADS 629, Accounting for USAID-Owned Property and Internal Use Software
- f. Contract Information Bulletin (CIB) 97-16, Class Justification for Use of Other Than Full and Open Competition for Personal Services Contracts with U.S. Citizens Contracted with Locally, with CCNs and TCNs Subject to the Local Compensation Plan, and for Overseas Contracts of \$250,000 or Less

534.5 ADDITIONAL HELP

Effective Date: 05/14/2009

There are no Additional Help documents for this chapter.

534.6 **DEFINITIONS**

Effective Date: 05/14/2009

The terms and definitions listed below have been incorporated in the ADS Glossary. See the ADS Glossary for all ADS terms and definitions.

accountable property (See definition contained in 14 FAM 411.4)

Accountable Property Officer (APO)

An official appointed by Agency Property Management Officers who is responsible for nonexpendable property or information technology (IT) property. The IT APO is separately designated by IRM. This official is charged with budgeting, accountability, receipt, storage, issuance, record keeping, inventory, reporting, and certification of all property resources records and reports within the accountable area. For IT property this pertains to all Federal Information Processing (FIP) resources. (**Chapters** 518, 532, 534, 547, 629)

administrative property

Administrative property is basic common-use furniture, furnishings, and equipment (including residence property) usually available through normal supply channels (e.g., desks, chairs, office machines, sofas, beds, refrigerators, etc.). (**Chapter 534**)

Assistance Objectives (AOs)

The most ambitious result that a USAID Operating Unit, along with its partners, can materially affect, and for which it is willing to be held accountable). (**Chapters 200, 534**)

capitalized personal property

Capitalized personal property is nonexpendable personal property that has an invoice cost of \$25,000 or more and an estimated service life of two years or longer that must be capitalized and reported on in the Agency's financial statements. State vehicles are capitalized property regardless of cost. For USAID, vehicles with a basic acquisition cost of under \$25,000, including shipping costs, are not capitalized. (**Chapters** 518, 534, 547)

fair market value

Fair market value is the monetary value that an agency could reasonably expect to receive for an asset in a current sale between a willing buyer and a willing seller other than in a forced or liquidation sale. (**Chapter 534**)

foreign excess personal property

Foreign excess personal property is property located in a foreign country, and under the control of a Federal agency or designee, no longer needed locally, and determined by

the head of the agency that it is no longer required by the agency elsewhere. Establishments abroad are not to use the word "surplus" on disposal documents because this term is reserved for GSA use. This form is very rarely used by USAID for OE-funded property. (**Chapter 534**)

International Cooperative Administrative Support Service (ICASS)

The International Cooperative Administrative Support Services (ICASS) system is the principal means by which the U.S. Government provides and shares the cost of common administrative support at its more than 250 diplomatic and consular posts overseas. The Department of State is the primary service provider and it offers these administrative support services to other agencies under its non-Economy Act authorities contained in 22 USC 2695 and 2684. ICASS is, for the most part, a voluntary system. Agencies select from a list of cost centers (which are "bundles" of services) which services they would like to receive via the ICASS system. Agencies may obtain services from non-ICASS sources or self-provide services as long as there is no duplication of the ICASS platform. (Chapters 520, 527, 533, 534, 635)

inventory

Inventory is a physical count performed to determine the on-hand quantity of an item or group of items. (**Chapter 534**)

invoice cost

The total of the amount paid to the vendor, including related costs, such as, transportation or installation, if included on the vendor's initial invoice. (**Chapter 534**)

nonexpendable personal property (See definition contained in 14 FAM 411.4)

personal property

Personal property includes such items as vehicles, furniture, equipment, supplies, appliances, and machinery. It refers to all property not otherwise classified as land, land improvement, buildings, and structures that are normally referred to as real property. (**Chapters** 518, 534, 629)

program-funded property (USAID)

Program-funded property is property distinct from OE-funded property, which is procured for the achievement of an Assistance Objective with funds from a USAID activity or project. When title for this property is vested in USAID, and it is in USAID custody, USAID inventory records shall indicate funding source. (**Chapter 534**)

reconciliation

Action taken to rectify discrepancies between the physical inventory and accountable property records. (**Chapter 534**)

replacement property

Replacement property is any personal property for which there is a continuing need on a worldwide basis by the parent agency, such as office furniture and equipment;

household furniture, furnishings, and equipment; motor vehicles and automotive spare parts; tires; and any other property having a continued general use. The proceeds of sale of replacement property are used to purchase similar property. Replacement property is not declared excess by the post except as noted in 6 FAM 227.1-2. (Chapter 534, 629)

security property

Property provided for the protection/security of personnel, facilities, or national security information. (**Chapters** <u>518</u>, 534)

standardization

Standardization is the selection of a specific brand of technical equipment to the exclusion of other brands when it can be established that such action is necessary in the public interest. (**Chapter 534**)

transfer (ICASS)

Joint or ICASS-managed assets preclude the necessity for other ICASS customer agencies to pay the compensation for assets not required to meet the needs of the customer base prior to the combining of operations. For Joint or ICASS managed assets, "transfer" indicates a physical transfer only. For USAID-managed assets, "transfer" continues to indicate both physical and ownership transfer. (Chapter 534)

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