

West Virginia State Plan of Operation
Department of Finance and Administration
West Virginia State Agency
for Surplus Property
Chapter 5A-8
Series I

Title: State Plan for the operation of the West Virginia State Agency for Surplus Property, Division of the Department of Finance and Administration

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FILED IN THE OFFICE OF
THE SECRETARY OF STATE
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ADMINISTRATIVE LAW DIVISION

*Title 148
Legislative Rule*
~~West Virginia State Plan of Operation~~
Department of Finance and Administration
~~West Virginia State Agency for Surplus Property~~
~~Chapter 5A-8~~
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Title: State Plan for the operation of the West Virginia State Agency for Surplus Property, Division of the Department of Finance and Administration.

Section 1. General

1.1 Scope - This State Plan of Operation establishes the guidelines by which the State Agency for Surplus Property must function.

1.2 Authority & Related Code Citation - W. Va. Code 5A-8-3

1.3 Filing Date - December 22, 1983

1.4 Effective Date - December 22, 1983

1.5 Repeal of Former Rule - This rule repeals the Department of Finance and Administration, Surplus Property Division, Chapter 5A-8, Series I, State Plan of Operation, filed in 1977.

Section 2. Organizational Structure

2.1 The State Agency for Surplus Property is under the jurisdiction of the Department of Finance and Administration and is designated as the agency responsible for administering the Surplus Property Program in West Virginia. The Administrative Office and warehouses of the Agency are located at 2700 Charles Avenue, Dunbar, West Virginia 25064. The warehouses are located on 7.1 acres of land with approximately 20,000 square feet of coverage space. This property is owned by the State of West Virginia. General public notice of this plan of operation was published 60 days prior to the filing of the plan with the General Services Administration, and interested persons were given 30 days during which to submit comments.

2.2 The State Agency has divisional status under the direct supervision of the Commissioner of Finance and Administration. The Agency is divided into three components: property auditing and control, administrative services, and property processing. All three components report to the director who is appointed by and responsible to the Commissioner. Appendix A contains the organizational chart and responsibilities of the various components.

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2.3 The major functions of the agency include the following: development and implementation of policies, procedures, and regulations for the overall program operation; establishment of liaison relationships with federal, state and local organizations for the equitable distribution of federal surplus personal property; conduct investigations and studies for evaluation of service, long-range improvement, and expansion of the surplus property program; supervision of Agency staff, assignment of duties, and evaluation of personnel; determine eligibility in accordance with federal requirements; determine the relative needs and resources of the donees and their ability to use surplus personal property; and establish a comprehensive system of identifying and reviewing all available property including arranging for inspection, screening, and transporting of such property either by a direct donee pickup or by the State Agency.

2.4 Property Auditing and Control Section includes Agency Field Auditing and Compliance and Enforcement. Agency Field Auditing is responsible for initiating spot field check or mainly state property to ensure equipment purchased by the State is on location. Compliance and Enforcement is responsible for regulation checks and enforcement where violations are determined. Federal Surplus Equipment with an acquisition cost of \$3,000 or greater is placed in the hands of the donees with certain restrictions. The major restriction is that the property must be used for the purpose intended for at least 18 months. During this period, it is the responsibility of SASP to initiate compliance checks at regular intervals.

2.5 Administrative Services includes Clerical/Secretarial, Fiscal Management and Records Management. Clerical/Secretary section is rather self-explanatory. Fiscal Management section is responsible for maintaining accurate financial records. This area would be mainly working with simple bookkeeping. It would be the responsibility of the supervisor of Administrative Services to prepare monthly financial reports submitted to the Director of the division and the Commissioner. Records Management section is responsible for maintaining the Inventory Control records. To a large extent it would be clerical in that they would be simpling adding new property, transferring property or deleting property from the master inventory listing. Although this work is primarily oriented toward the State Surplus Program, the personnel would also maintain federal surplus records specifically with respect to donee certification and eligibility.

2.6 Property Processing Section includes three areas: warehousing, acquisition and distribution, and allocation. Warehousing is responsible for moving property into and out of the warehouse, including unloading incoming shipments, placing the property in its proper location in the warehouse and removing it when it is donated. This section is also responsible for warehouse security. Acquisition is responsible for screening available federal surplus at the federal installations and also arranging for picking up the property and delivering it to the SASP warehouse. This section would also be responsible for maintaining operating equipment. Distribution and Allocation is responsible for the day-to-day Federal sales to various donees as well as arranging for public sale, as approved by GSA property sale's center. They will also arrange for State property auctions, sealed bids, and transfer of state property between agencies. In short, the employees of this area would be responsible for all property, Federal and State, that leaves the Surplus Property Warehouse.

Section 3 Advisory Board

3.1 The State Agency will arrange for and participate in local, regional, and statewide meetings of public agencies and non-profit educational or public health institutions or organizations.

3.2 The purpose of such meeting will be to disseminate information on the surplus program, discuss procedures, and to obtain recommendations with respect to the donee's needs, resources, and property utilization, to solicit expressions of need and interest in order to advise GSA of such requirements, including those for specific property items.

3.3 In addition, an Advisory Board will be created consisting of 12 to 15 members selected geographically and representing county school superintendents; county health officials; county emergency service directors; state colleges and universities; private colleges; parochial school; vocational-technical schools; city governments; county governments; and State Departments of Education, Health, Mental Health, Civil Service, Economic Development, and the State Fire Commission.

Section 4 Inventory Control

4.1 The State Agency will maintain accurate inventory records of all surplus personal property received, warehoused, distributed, or otherwise disposed. The Inventory Control System is computerized and maintained through the use of the centralized data processing system of the Department of Finance and Administration. In addition, separate files are maintained

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for all passenger motor vehicles or items with an acquisition cost of \$3,000 or greater. These files are maintained and updated during the restriction period. (See Section 7.)

4.2 Appendix B details the document flow: With respect to logging property into the Agency's custody.

4.3 As soon as full identification is completed, all property received will be checked in promptly.

4.4 The Standard Form 123 (See Appendix C) is used as the basis for checking property into the warehouse and also entering it into the Inventory Control master file. To supplement the 123, the agency also verifies property received through shipping documents, invoices, trucking bills of lading, and donee's direct pickup reports.

4.5 Exceptions or differences in a line item on Form 123 are noted on a receiving report and a Shortage and Overage Report (See Appendix D). A copy of this report is sent to GSA. After discrepancies are resolved, the data is entered into the computer which prints an inventory tag for each item or group of items.

4.6 Any line item overage with an estimated market value or acquisition cost of over \$500 will be noted on Form 123 and sent to the GSA regional office for approval.

4.7 All property issued to eligible donees is recorded on an Issue Document (See Appendix E) which has provisions for recording the name of the item, State application number, quantity, acquisition value, and service charge.

4.8 At the end of each month, a spot inventory check of the property at the warehouse will be made and reconciled with the monthly computer printout. Any necessary adjustments are reported to the Director for approval or additional follow up.

Section 5 Accounting System

5.1 The accounting system detailed in Appendix F has been established for the State Agency for Surplus Property and is based upon generally accepted accounting principals.

5.2 It is a double entry system which involves maintaining a balance between assets on the one hand and liabilities and fund balance on the other.

5.3 As recommended by the National Committee on Governmental Accounting, the accrual basis of accounting is employed to obtain a matching of costs incurred against revenues earned during a set period of time. This results in a more accurate statement of gain or loss for the period.

Section 6 Eligibility

6.1 The Director of the State Agency for Surplus Property will determine the eligibility of applicants to participate in and receive surplus personal property through the program established by the Federal Property and Administrative Services Act of 1949 as amended by Public Law 94-519. Standards and Guidelines contained in FPMR 101-44.20 will be followed in making the determination of eligibility for each applicant.

6.2 As stated in these guidelines, property may be distributed to: "Any public agency for use in carrying out or promoting for the residence of a given political area one or more public purposes, such as conservation, economic development, education, parks and recreations, public health, and public safety"; or "Any nonprofit educational or public health institution or organization such as medical institution, hospitals, clinics, health centers, schools, colleges, universities, schools for the mentally retarded, schools for the physical handicapped, child care centers, radio and television stations, museums attended by the public, and libraries serving free all residence of a community, district, state, or region which is exempt from taxation under Section 501-C-3 of the Internal Revenue Code of 1954, for purposes of education or public health (including research for any such purposes)."

6.3 The agency will provide surplus property information to potential eligible applicants through the public information media, direct mail outs, information releases to public officials, and other public agencies, public health and educational association publication. Applicants for eligibility will be provided detailed instructions, application forms, and assistance upon request.

6.4 Criteria for eligibility includes:

-Completion of the application for eligibility. (See Appendix G)

-Provide documentary evidence of status as a public agency, a nonprofit educational institution, or a public health institution or organization.

-Provide evidence of tax exemption under Section 501 of the Internal Revenue Code of 1954 if the donee is a nonprofit education or public health institution or organization.

-Furnish a written authorization signed by the chief administrative officer or executive head of the donee or a resolution by the governing board or body of the donee designating one or more representatives to act for the applicant to: 1) acquire donable property from the state agency; 2) obligate any necessary funds of the applicant for this purpose; 3) execute the state agency distribution document including terms, conditions, reservations, and restrictions that the state agency or GSA may establish on the use and disposal of the property; 4) provide assurances of compliance with Title IV of the Civil Rights Act of 1964 as amended and Title VI, Section 606 of the Federal Property Administrative Services Act of 1949 as amended, and Section 504 of the Rehabilitation Act of 1973, as amended, Title IX of the Education Amendments of 1972, as amended, and Section 303 of the Age Discrimination Act of 1975; 5) provide means and methods of funding; 6) provide details concerning program activities to include specific public programs or specific nonprofit educational or medical facilities operated, their functions, locations purposes, etc; 7) provide evidence that the applicant is approved, accredited, or licensed, if required. Each donee's eligibility will be reviewed, updated, and revalidated every three (3) years.

Section 7 Terms and Conditions of Donable Property

7.1 The application for eligibility outlines the terms, conditions, reservations, and restrictions under which all federal surplus personal property will be donated. This form must be signed by the chief executive officer of the donee agreeing to these requirements prior to the donation of any surplus property. The terms and conditions stated in the form will also be printed on the reverse side of each Distribution (Invoice) Document (See Appendix H).

7.2 The following period of restrictions are established by the agency:

-Items with the unit acquisition cost of \$3,000 but less than \$12,000 are restricted for 18 months from the date the property is placed in use.

-All passenger motor vehicles regardless of acquisition cost, are restricted for two years from the date the property is placed in use.

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-Items with a unit acquisition cost of \$12,000 or greater are restricted for a period of three years from the date the property is placed in use.

-Non-combat aircraft and vessels (50 feet or more in length) with a unit cost of \$3,000 or more are restricted for a period of five (5) years from the date the property is placed in use. Such donations will be subject to the requirements of a Conditional Transfer Document (See Appendix I).

-Combat aircraft are restricted in perpetuity. This type of aircraft is also subject to Conditional Transfer Document requirements (See Appendix J).

-The State Agency may place restrictions on items with a unit acquisition cost under \$3,000.

7.3 The State Agency may amend, modify, or grant release on any terms, conditions, reservations, or restrictions it has imposed on donated property in accordance with the following standards provided that the conditions pertinent to each situation have been affirmatively demonstrated to the prior satisfaction of the State Agency and made a matter of public record.

7.4 Secondary utilization or cannibalization may be accomplished provided that:

-Disassembly of the item for use of its component parts for secondary use or repair and maintenance of a similar item has greater potential benefit than utilization of the item in its existing form.

-Items approved for disassembly or cannibalization will remain under the period of restriction imposed by the transfer document pending completion of the proposed secondary use or cannibalization.

-A written report of such action is made by the donee to the State Agency, including a list of all components resulting from the secondary utilization or cannibalization which have a single item acquisition cost of \$3,000 or more. These components will remain under the restrictions imposed by the transfer document. Components with a single item acquisition cost or less than \$3,000 will be released from the restrictions imposed by the transfer document. However, these components will continue to be used or be otherwise disposed of in accordance with applicable law and regulations.

7.5 Trade-in of an item on a similar replacement - An item of donated personal property may be traded in or used as whole or part payment for another like item of property provided: 1) The item traded in is not, when the request is made, in compliance status for violation of the terms, conditions, reservations or restrictions placed on it. 2) The item traded in has been used by the donee for eligible purposes for at least 12 months from the date of being placed in use, and it has been demonstrated that the trade-in will result in increased utilization value to the donee. 3) The trade-in is on a one-for-one basis only, i.e., one donated item being traded for one like item having similar use potential. 4) The item being acquired has an estimated market value at least equal to the estimated market value of the item being traded in. 5) The item acquired is made subject to the period of restriction remaining on the item trade in.

7.6 Abrogation - Except in cases involving the failure to use or the misuse of donated property, abrogation of restrictions imposed by the State Agency in the transfer instrument may be authorized upon payment to the State Agency of an amount representing the fair market value at the time of donation less a credit for the time the property was used for the purpose for which donated, during the period of restriction, and provided that the State Agency determines that such action will not result in a windfall revenue to the donee, and provided further that the property has been used for at least 12 months from the date of being placed in use.

7.7 Revision of the Acquisition Cost - The acquisition cost of an item may be revised provided that the request therefore is made in writing by the donee, and it is determined by the State Agency that the listed acquisition cost is unrealistic in view of its research and development costs, its incompleteness due to missing parts, or its generally deteriorated condition.

7.8 Destruction and Abandonment - A donated item of personal property may be destroyed or abandoned by a donee when it is determined that the item has no commercial value or the estimated cost of its continued care and handling would exceed the estimated proceeds from its sale. The determination shall be based on a finding made in writing by the State Agency and the State Agency shall prescribe the means and methods whereby the property shall be destroyed or abandoned.

7.9 Enforcement of Compliance - The enforcement of the terms and conditions, reservations, and restrictions imposed by the State Agency of donated property, or the remedy of breaches of such terms and conditions, may be satisfied:

-when payment is made to the State Agency of any and all fair rental values due and payable for any unauthorized use of donated property.

-when payment is made to the State Agency is either the fair market value or gross proceeds of sale, whichever is in the best interest of the State, for the unauthorized disposal or destruction of donated property.

-when donated property is recovered by the State Agency, custody accountability and distribution of such reverted property are the responsibilities of the State Agency.

7.10 Reduction in the Period of Restriction - Provided an item of donated property is not in compliance status, a reduction in the period of restriction may be authorized when a revised standard covering the period of restriction is promulgated by the State Agency.

7.11 Limitations - These provisions are not applicable to:

-Donated military-type aircraft, or other items of property on which GSA has imposed special handling condition or use limitations.

-Property which was not placed in use for the purposes for which acquired within one year from the date the property was placed in use, and continued in use for one year from the date the property was placed in use, except with respect to secondary use or cannibalization as provided in FPMR 101-44.208(h).

7.12 The State Agency will impose on the donation of any surplus item of property, regardless of acquisition cost, such conditions involving special handling or use limitations as GSA may determine necessary because of the characteristics of the property. The State Agency will impose on all donees the statutory requirement that all items donated must be placed into use within one year of donation and be used for one year thereafter, or otherwise returned to the State Agency while the property is still usable.

Section 8 Compliance

8.1 The State Agency will arrange to visit each donee receiving property with federal and/or state restrictions on the use of property at least once a year during the period of restriction. All such visits will be made by the Auditing and Control Section personnel or the Director. In the event of unusually heavy work loads, we will ask for written reports on utilization from the Donee's administrative officer.

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8.2 In addition to ensuring all the terms and conditions placed on the donated property are being adhered to, the agency personnel will be evaluating the general utilization of property; any evidence of stockpiling or over supply; need for other property by the donee; the effectiveness of our surplus property program; any recommendations for better service; and use of items on which GSA has imposed special handling or use limitations.

8.3 A report will be prepared on each compliance visit and submitted to the Director for approval (See Appendix K). Any follow-up action necessary on non-compliance or non-use will be initiated and instances of alleged fraud or misuse will be reported to the local law enforcement agencies, the Federal Bureau of Investigations, and the General Services Administration. Furthermore, the State Agency will assist the above mentioned authorities in any subsequent investigations.

8.4 Non-compliance cases such as fraud, sale of items under restriction, misuse, misrepresentation, and stockpiling shall constitute grounds for denial of further participation in the surplus property program.

8.5 All State Agency reviews of donee compliance with the terms, conditions, reservations, and restrictions imposed on donated property will include a survey to determine that the donee is complying with the statutory requirement that all items of donated property acquired by the donee be placed into use within one year of donation and used for one year thereafter. Section 9 Financing and Service Charge

9.1 The West Virginia State Agency will be financed primarily through collection of service charges for property issued to eligible recipients. Service charge funds will be used to cover direct and indirect costs of the agency's operation, to purchase necessary equipment and facilities, and to maintain a reasonable working capital reserve. The method of computing the service charge will be by percentage of the acquisition cost. This method is detailed in Appendix L.

9.2 All charges and fees collected shall be deposited in the State Treasury's revolving account for the Surplus Property Agency. These funds shall not become a part of the General Revenue Fund. All service charges will be fair and equitable, and reasonable with respect to the value and condition of the property donated. In cases where the agency services are minimal or are limited to document processing, the service charge will not exceed 10% of acquisition cost of the property.

Section 10 Criteria for Property Distribution

10.1 All property located at the State Agency warehouse in Dunbar will be distributed on a first-come first-serve basis except where there is a multiple number of donees competing for the same property.

10.2 In such cases, the donees will be prioritized according to the following criteria which are based on relative needs, relative resources, and the donee's ability to utilize donated property:

-The existence of a natural or man-made disaster in the donee's locale;

-The urgency of need including the proposed type of application of the property and time required by the donee to place the property to constructive use;

-The comparative resources of the donee, i.e., the ability of the donees to acquire similar property through other means;

-The ability of the donees to substitute other types of property;

-The ability of the donees to replace, maintain, and repair the equipment;

-The ability of the donees to pick up property at either the federal installations or the State Agency warehouse;

-The ability of the donees to render prompt payment of service charges; and

-The financial needs of the donee including the ability to place the property in use for the purpose for which it was acquired.

10.3 Want lists will be maintained for property. In instances where multiple donees are competing on the want list for the same property, the State Agency will decide on the donee based on its analysis of the situation and the criteria listed above will be implemented once the property is allocated by the General Services Administration.

10.4 To ensure all donees have equal access to information pertaining to the quantity, quality, and types of property, the State Agency will periodically issue bulletins and fliers. The State, as far as practical, will select property requested by the donee and arrange for shipment of property directly to the donee.

Section 11 Return of Donated Property

11.1 When a determination has been made that property has not been put to use by a donee within one year from the date of receipt of the property or when the donee has not used the property for one year under the terms/conditions of the Application, Certification, and Agreement Form signed by the administrative officer as a condition of eligibility, the donee, if the property is still usable as determined by the State Agency, must return the property at its own expense to the State Agency warehouse; retransfer the property to another eligible donee as directed by the State Agency; or make such other disposal of the property as the State Agency may direct.

11.2 When a donee no longer has a need or use for donated property which is subject to special handling restrictions and limitations, and no breach of these restrictions has occurred, the donee may be reimbursed on a prorated basis for the following expenses when the property is transferred to another donee, a federal agency, or sold for the benefit and account of either the State of West Virginia or the United States of America:

- Service charges paid to the State Agency;
- Transportation charges paid by the donee in initially acquiring the property; and
- Initial costs of repairs required to make the item usable.

11.3 The State Agency will recommend for GSA approval the amount of reimbursement to which the donee is entitled, taking into consideration the benefit the donee has received from the use of the property and making appropriate deductions therefore. In the case of sale, reimbursement to a donee for any item shall not exceed the proceeds of the sale of the item.

11.4 The State Agency will emphasize the requirements for the return of unused donated property at meetings and when issuing bulletin catalogs and letters to donees, as well as when conducting surveys and compliance visits.

Section 12 Non-Utilized Donable Property

12.1 When determined by the State Agency that donable surplus property in its possession cannot be used by any eligible donees, the property will be disposed of, at least annually, by the following methods (subject to approval or disapproval by the General Services Administration within 30 days after written notification).

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-The Agency will offer the property for transfer to another state agency, or

-The Agency will abandon and destroy property that has no commercial value or the estimated cost of its continued care and handling would exceed proceeds from a sale, or

-The Agency will transfer the property to a GSA regional property sales center if approved by GSA.

12.2 Reimbursement for the costs of care and handling incurred by the agency, with respect to the transfer or disposal of property in its possession, will be requested from GSA. Reimbursement requests will include:

-Direct costs incurred by the original federal holding agency and subsequently billed to or paid by the State Agency, including, but not limited to, packing, preparation for shipment, and loading.

-Transportation costs paid or otherwise incurred by the State Agency and not reimbursed by a donee to the State Agency for initially moving the property from the federal holding agency to the State Agency distribution facility or other point of receipt designated by the Agency.

-Costs incurred in listing, lotting, advertising, and costs of other revenues related to a public sale which are specifically authorized by GSA at a time of the sale and documented by the Agency.

12.3 Reimbursement request will be based on the requirements of FPMR 101-44.205(j).

Section 13 Audits

13.1 An internal audit of the State Agency's operation (including the Surplus Property inventory), procedural activities, and financial affairs will be conducted at the close of each fiscal year or at other such times as directed by the Commissioner of Finance and Administration or requested by the General Services Administration. The internal audits will be conducted by the State Agency personnel. When completed, detailed reports will be submitted to the Commissioner and if requested, to the General Services Administration.

13.2 An external audit of the State Agency's operation (including the Surplus Property inventory), procedural activities, and finance affairs will be conducted biennially. The external audit shall include a review of the conformance of

the State Agency with the provision of the State Plan of Operation and the requirements of 41 CFR 101-44. These audits will be conducted by either the West Virginia Legislative Auditor or an independent certified public accountant, or independent licensed public accountant who is certified or licensed by a regulatory authority of the State or other subdivision of the United States. When completed, detailed audit reports will be submitted to the General Services Administration and GSA will be advised of all corrective action.

13.3 Upon request, the financial records and inventory records will be made available for inspection by representatives of GSA, the General Accounting Office or other authorized federal officials. GSA will notify the Governor's Office before auditing the State Agency.

Section 14 Records Retention

14.1 All official records of the State Agency will be retained for at least three (3) years.

14.2 In cases of transfer of property with restrictions on use for more than two (2) years or in cases involving any litigation, the records will be maintained at least one year beyond the specific period of restriction or one year after any litigation case is closed.

Section 15 Cooperative Agreements

15.1 The State Agency has statutory authority and will enter into cooperative agreements with federal agencies or other states as may be necessary.

15.2 Such agreements may involve, but are not limited to:

- Overseas Property
- Federal Telecommunications System Intercity Voice Service, i.e., FTS.
- Interstate Cooperative Property Distribution
- GSA - State Agency Property Distribution
- Use of Surplus Property by the State Agency
- Real property under the jurisdiction of the Department of Health, Education, and Welfare.

Section 16 Liquidation Procedures

16.1 In the event a determination is made by State official to liquidate the State Agency, a liquidation plan will be prepared in accordance with FPMR 101-44.202 C14.

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16.2 The plan will include the reasons for liquidation, a schedule and estimated date of termination, method of disposal of surplus property on hand, method of disposal of agency fiscal and financial assets, retention of books and records for a two-year period following the liquidation.

16.3 Such a plan will be submitted to the General Services Administration and approval secured prior to the beginning of liquidation.

Ed. Note: As permitted by WV Code 29A-2-7(g) the Appendices referred to in this rule are ~~not~~ omitted from this publication. They are available from the Secretary of State's office or the Department of Finance & Administration.