

Reimbursable Work
Authorization (RWA) Training

RWA Basics Training



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Welcome

Brought to you by: Public Buildings Service's Reimbursable Services (RS) Program in the Project Delivery Excellence Division in Central Office.

Purpose: To ensure a consistent understanding of the RS Program and Reimbursable Work Authorizations (RWAs) for internal GSA employees as well as GSA's customer agencies.



Course Agenda

- Lesson 1: Definition & Overview
- Lesson 2: Laws and Policies
- Lesson 3: RWA Types
- Lesson 4: RWA Lifecycle
- Lesson 5: RETA / eRETA
- Resources



Lesson 1: Definition & Overview



Reimbursable Services (RS) Program




A reimbursable service is where GSA agrees to provide goods and services for the customer; who in turn, agrees to *reimburse* GSA for the cost of these goods and services, plus GSA's indirect costs, and fees. The details of this inter-agency agreement are memorialized on a Reimbursable Work Authorization (RWA).

The goal of the RS Program is to provide GSA customers with a consistent Management Process from Need Identification to RWA Closeout.

The RS Program processes nearly 25,000 RWAs valued at over \$4 billion annually!

What is an RWA?



Reimbursable Work Authorizations (RWAs) capture and bill the costs of altering, renovating, repairing, or providing services, in GSA-managed space over and above the basic operations financed through rent.

- The RWA depicts the specific needs of the customer and establishes a financial agreement.
- The RWA is the formal document that depicts the agreement (GSA Form 2957).
- The paper/PDF version of the GSA 2957 is no longer accepted from Federal customers. Federal customers are required to send all RWA and Work Request information to GSA via eRETA.

Knowledge Check

It's time to see what you remember.



Knowledge Check Question #1 of 10

Complete the following sentence. Check all that apply.
An RWA _____.

- Is an agreement between GSA and a customer whereby GSA agrees to provide goods and services and the client agency agrees to reimburse PBS for the cost of these goods and services, indirect costs, and fees.
- Captures and bills the cost of altering, renovating, repairing, or providing services, in GSA-managed space, over and above the basic operations financed through rent.
- Identifies the specific needs of the customer and establishes financial agreement.
- Provides documentation of a formal agreement.

Knowledge Check Question #1 of 10

Complete the following sentence. Check all that apply.
An RWA _____.

- Is an _____
 - provided _____ for the _____
 - Captured _____ service _____ financial _____
 - Identified _____ agreement _____
 - Provided _____
- PBS
ing

Correct

All of these statements apply to RWAs.

Continue

Lesson 2: Laws & Policies



[RWA National Policy document \(NPD\)](#)

Appropriations Laws

Federal Agencies must follow these laws:

31 U.S.C. § 1301(a): **Use of funds**

Funds that have been appropriated to an agency for a specific purpose must not be used for any other purpose, except where specifically provided by law (*i.e. can't use appropriated funds for a different purpose*).

31 U.S.C. § 1501: **Purpose of Appropriation**

Agencies have authority to spend funding for certain purposes and must have documentary evidence to support a valid obligation during the period of availability; and a clear description of work at a certain level of specificity (*i.e. need clear scope*).

31 U.S.C. § 1502: **Bona Fide Need**

Funds may be obligated for a need arising in the fiscal year for which the appropriation was made (*i.e. no parking money*).

Appropriations Laws (cont.)



Federal Agencies must follow these laws:

31 U.S.C. § 1341: **Anti-deficiency Act**

Officials may not authorize expenditures exceeding amount available in a fund for the obligation (*i.e. we need an RWA first*).

31 U.S.C. § 1552(a): **Period of Availability**

On September 30 of the 5th fiscal year after period of availability for obligation of a fixed appropriation account ends, the account shall be closed and any remaining balance (whether obligated or unobligated) shall be canceled and thereafter shall not be available for obligation or expenditure for any purpose (*i.e. limited period of time to deliver work*).

31 U.S.C. § 1535: **Economy Act**

- Authority used for RWAs for facilities outside of GSA's jurisdiction, custody, and control. PBS must re-obligate the customer's funds within the period of availability pertaining to those funds (*i.e. more limited period of time to deliver work*).
- DoD follows Economy Act rules.

Annual, Multiple Year, and No-year Appropriations

Annual Appropriations:

Available for obligation by the Client Agency during one specific fiscal year.

Multiple Year Appropriations:

Available for obligation by the Client Agency for a definite period in excess of one fiscal year.

No-year Appropriations:

Available for obligation by the Client Agency without fiscal year limitation. The standard language used to make a no-year appropriation is “to remain available until expended.”

An RWA may only be amended for new scope in the fiscal year in which the RWA was accepted by GSA, regardless of fund type. Otherwise, a new RWA is required.

Full Funding vs. Incremental Funding



Full Funding (required)

Funding for nonseverable RWAs must be sufficient to accomplish the entirety of the requested work, even if the work is scheduled to occur over multiple fiscal years.

Incremental Funding (prohibited)

Funding of the same scope of work for a nonseverable service over several fiscal years.

- Fiscal law, along with GSA and DoD policy, prohibit incremental funding.



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #2 of 10

True or False: An RWA may be amended for new scope in a later fiscal year than when it was accepted.

- True
- False

Knowledge Check Question #2 of 10

True or False: An RWA may be amended for new scope in a later fiscal year than when it was accepted.

True

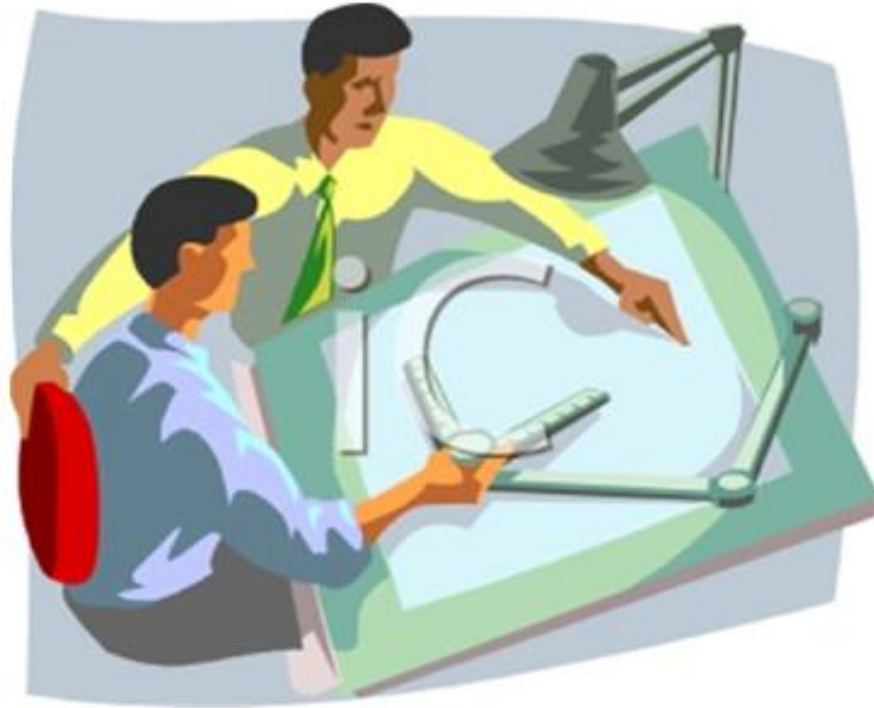
False

Correct

An RWA may only be amended for new scope in the fiscal year in which it was accepted.

Continue

Lesson 3: RWA Types



Recurring vs. Nonrecurring



RWAs are classified as *recurring* or *nonrecurring*

Recurring:

Refer to costs that **cannot** be readily identified or separated from standard operating costs.

- Occurs when there is no separate invoice for the above-standard service.
- Example: Overtime Utilities (OUs) in GSA owned space where the service is not separately metered or billed.

Nonrecurring:

Refer to costs that **can** be specifically identified or separated from standard operating costs.

- Occurs when there is a separate invoice for the above-standard service.
- Example: Repairs and Alterations, Consulting, Estimating , and OUs where the service is separately metered or billed.

Severable vs. Nonseverable Services



RWAs are also classified as *severable* or *nonseverable*

Severable Services:

- Continuing in nature, and a benefit is received each time the service is rendered.
- Severable services citing annual funds may cross fiscal years but may not have a period of performance longer than 12 months.
- Examples: Overtime utilities, janitorial, maintenance, landscaping, and guard services.

Nonseverable Services:

- Services that result in the delivery of a final product, and a benefit is received only when the entire project is complete.
- Period of performance may exceed 12 months.
- Examples: Build-out of leased space, repairs and alterations, renovation, and new construction.

What are the RWA Types?

- PBS assigns an RWA Type based on whether the work requested is for a **recurring or nonrecurring** need, and whether or not the work requested is a **severable or nonseverable** service.
 - A, B, C, D, F, N, and R type RWAs
 - RWA Type is followed by 7 numeric digits to form a unique tracking number, e.g. N1745806, or A5006342, or R0343501, etc.
- GSA determines the RWA Type after Receipt but before Acceptance of the RWA.
- Visit our 'Training and FAQs' page on our national website www.gsa.gov/rwa for more detailed information on RWA types!



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #3 of 10

True or False: If a customer provides an RWA for Overtime Utility Services in GSA owned space, it is classified as a recurring RWA.

- True
- False

True or False: If a customer provides an RWA for Overtime Utility Services in GSA owned space, it is classified as a recurring RWA.

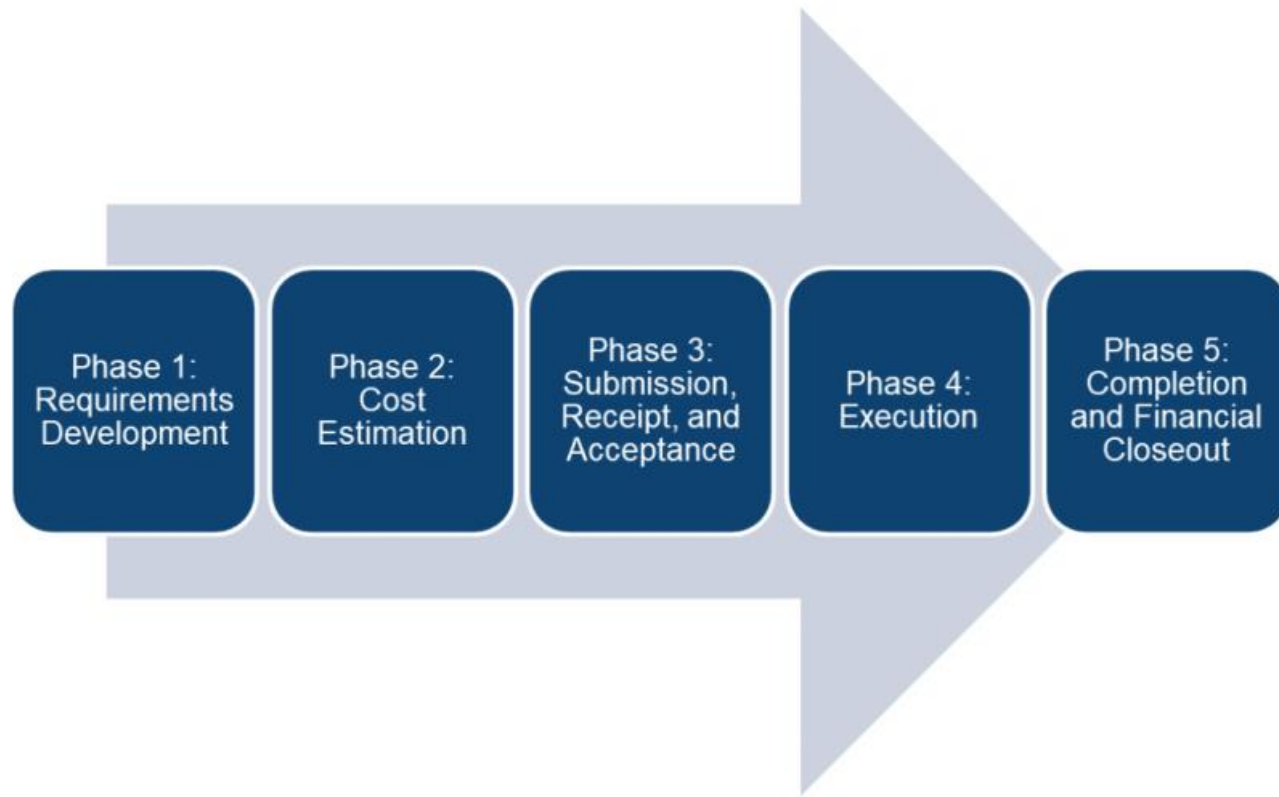
- True
- False

Correct

Overtime utilities in GSA owned space are not separately metered or billed, meaning there would not be an actual invoice for the above standard service. Services which aren't separately metered or billed, as in this case, are known as recurring services (R-type for federal customers, C-type for non-federal customers).

Continue

Lesson 4: RWA Lifecycle



[NPD - Chapter 4](#)

Phase 1: Requirements Development



Requirements Development: The process under which PBS works with a customer to determine the scope of an RWA Work Request.

Receipt and Acknowledgement of Request

- Customer initiates an RWA Work Request directly to GSA via eRETA*

Needs Assessment

- GSA verifies the *bona fide* need of the request.
- GSA conducts the requirements development meetings with the customer to create the Scope of Work (SOW).

Scope of work to include:

- Purpose/outcome of service, Delivery timeframe, Geographical Information, Proposed change to space, etc.
- Summary of SOW to be included in RWA Description of Requirements

*The paper/PDF version of the GSA 2957 is no longer accepted from Federal customers. Federal customers are required to send all RWA and Work Request information to GSA via eRETA.

Phase 2: Cost Estimation



Cost Estimates are required to support the RWA scope of work. Below you will find estimating requirements for projects (nonseverable) vs. overtime utilities (severable).

1. Projects must include:
 - a. GSA Cost Estimate or Independent Government Estimate (IGE) with a detailed breakdown of the costs.
 - GSA can accept a customer provided estimate as long as a GSA PM or Cost Estimator acknowledges the estimate in writing as fair and reasonable.
 - b. Summary Cost Estimate (SCE) to support the RWA Total Authorized Amount.
 - Completed in RETA by GSA.
 - Searchable in eRETA by the customer.
2. Overtime utilities must include:
 - a. Overtime Utility Estimate (OUE).
 - Completed in RETA by GSA.
 - Searchable in eRETA by the customer.



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #4 of 10

Beginning October 1, 2019, how must federal customers send Work Requests, RWAs, and amended RWAs to GSA?

- By email
- In person
- Via eRETA
- They may send by any of the means listed above

Knowledge Check Question #4 of 10

Beginning October 1, 2019, how must federal customers send Work Requests, RWAs, and amended RWAs to GSA?

- By email
- In person
- Via eRETA
- They do not need to send any

Correct

Beginning October 1, 2019, federal customers must use eRETA to send Work Requests, RWAs, and amended RWAs to GSA.

Continue

Knowledge Check Question #5 of 10

Agency A identifies a need to renovate space. They work with GSA to develop their requirements, creating a detailed scope of work, Independent Government Estimate (IGE) and associated summary cost estimate (SCE), milestone schedule, etc. The authorized amount, as reflected in the SCE, is \$100,000. Agency A provides an RWA with \$90,000 of currently available funds, knowing they will be able to provide the remaining \$10,000 next fiscal year. Can GSA accept the RWA?

Yes

No

Phase 3: Submission, Receipt, and Acceptance



1) **RWA Submission**

Customer submits a fully executable RWA to GSA, meaning requirements have been developed and the RWA has been scoped and estimated.

- a) Customer submits directly to GSA via eRETA*
- b) Note: GSA establishes fiscal year end deadlines for submitting nonseverable RWAs. More information can be found at www.gsa.gov/rwa under the 'Policy and Guidance' tab.

2) **Receipt of RWA**

Once GSA receives the RWA, eRETA sends an automated communication to the customer that they have sent their WR/RWA for potential acceptance.

- a) This indicates receipt of the RWA, and not acceptance, so no action should be taken by the customer at this time.

*The paper/PDF version of the GSA 2957 is no longer accepted from Federal customers. Federal customers are required to send all RWA and Work Request information to GSA via eRETA.

Phase 3: Submission, Receipt, and Acceptance (cont.)

3) RWA Acceptance

- a) Occurs when the GSA Approving Official signs the RWA.
- b) RWAs are not automatically accepted. They must be **fully executable**, meeting important minimum criteria such as:
 - i. *Bona Fide* need,
 - ii. Scope of Work (clearly defines objectives and requirements of customer request),
 - iii. GSA Cost Estimate or IGE, and associated SCE developed by GSA in RETA,
 - iv. Project Milestone Schedule (mandatory if contract award is not anticipated within 90 calendar days of RWA acceptance)
 - v. Proper funding (fully funding the scope of work), and
- c) Once accepted, GSA sends the Acceptance Letter to ALL customer contacts and ALL PBS contacts listed on the RWA.
- d) Becomes obligation on the customer's books and is available for payment.



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #6 of 10

To be accepted, an RWA must meet the following criteria. Check all that apply.

- A. *Bona Fide* Need
- B. Fully defined scope of work
- C. Cost Estimate
- D. Completion Letter
- E. Proper Funding
- F. Required customer signature

Knowledge Check Question #6 of 10

To be accepted, an RWA must meet the following criteria. Check all that apply.

- A. Bona Fide Need
- B. Fully Defined Scope of Work
- C. Cost Estimate
- D. Customer Signature
- E. Proper Funding
- F. Required Documentation

Correct

Bona Fide Need, fully defined scope of work, cost estimate, proper funding, and customer signature are all needed for an RWA to be accepted.

Continue

Phase 4: Execution



RWA Amendments

An amendment to an RWA is submitted in eRETA to correct, add to, or delete work from the original signed and accepted RWA. Amendments must meet three requirements:

- 1) *Bona fide* need exists,
- 2) Funds are legally available for new purpose, and
- 3) Amendment for new scope must be accepted in same fiscal year as when the original RWA was accepted. Otherwise a new RWA is required.

Antecedent Liabilities

Unforeseen increases in costs within the original scope of work that cause the project to exceed the original GSA cost estimate or IGE, including contingencies. Examples include:

- Costs to remove asbestos that was not evident before starting construction.
- Sudden rise in price of steel.

The next slide will outline how to fund antecedent liabilities.

Phase 4: Execution (cont.)

How to fund antecedent liabilities?

An antecedent liability is to be funded via RWA amendment with funds that were available in the fiscal year in which the original RWA was accepted.

- **Example:** An RWA to renovate office space was accepted in FY19. During build-out in FY20, asbestos is discovered in the walls, which was not evident or known before starting construction. To fund this antecedent liability, the customer should amend the RWA using funds that were available in FY19.

If those funds are *not* available, then:

- The customer may provide a signed “Statement of Further Written Assurance” verifying original funding is no longer available, and then submit any currently available funds.
- **Example:** Refer to the case above. If the customer does not have funds that were available in FY19 (i.e. the fiscal year the original RWA was accepted), then they may sign a statement saying those funds are not available, and provide any currently available funds.

Note: No year funds from any fiscal year may be used to fund antecedent liabilities, without the need for a signed statement.



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #7 of 10

RWA Amendments for new scope must meet what requirements? Check all that apply.

- A. *Bona Fide* Need exists
- B. Must be an RWA from a prior fiscal year
- C. Funds are legally available for the new purpose
- D. Must be accepted in the same fiscal year as when the original RWA was accepted.

Knowledge Check Question #7 of 10

RWA Amendments for new scope must meet what requirements? Check all that apply.

- A. Bona Fide
- B. Must be accepted in the same fiscal year as the original RWA
- C. Funds must be legally available for the purpose of the amendment
- D. Must be accepted in the same fiscal year as the original RWA was accepted

Correct

Any amendment must meet the Bona Fide Needs Rule, include funds that are legally available for the purpose of the amendment, and must be accepted in the same fiscal year as the original RWA was accepted.

Continue

Phase 5: Substantial Completion and Financial Closeout

Substantial Completion

- Actual RWA scope of work is substantially complete.
 - Beneficial occupancy (space can be utilized by the customer)
 - Punch list items may exist
 - GSA sends Completion Letter to all customer contacts listed on the RWA.
- Customer should **not** deobligate funds at this point.

Financial Closeout

- Occurs when all obligations have been recorded, all costs of the work have been expensed and all reimbursements have occurred.
- GSA sends Closeout Letter to customer signifying that all punch list items are complete and all costs have been billed and collected.
- Upon receiving Closeout Letter, customer should deobligate any remaining funds.



Knowledge Check

It's time to see what you remember.



Knowledge Check Question #8 of 10

True or False: At substantial completion, customers should deobligate their funds.

True

False

True or False: At substantial completion, customers should deobligate their funds.

True

False

Correct

Customers should not deobligate their funds until the financial closeout phase. Substantial Completion implies that the job is physically substantially complete. Closeout implies that the project financials have been settled and the project can be financially closed out.

Continue

Knowledge Check Question #9 of 10

From the list below, choose the activity that occurs during the Financial Closeout phase. Check all that apply.

- A. All obligations have been recorded, all costs of the work have been expensed, and all reimbursements have occurred.
- B. GSA sends Closeout Letter to customer signifying that all punch list items are complete and all costs have been billed.
- C. GSA obligates funding to vendors as contracts are signed. GSA liquidates obligations as vendors deliver goods and/or services.
- D. GSA acknowledges receipt of RWA Form 2957.
- E. Upon receiving Closeout Letter, customer deobligates any remaining funds.

Knowledge Check Question #9 of 10

From the list below, choose the activity that occurs during the Financial Closeout phase. Check all that apply.

A. All
expe

B. GS
are c

C. GS
oblig

D. GS

E. Up
funds.

Correct

Options C and D do not apply to the financial closeout phase. Option C refers to an activity that occurs during the execution phase, while Option D refers to an activity that occurs in the Submission, Receipt, and Acceptance Phase.

Continue

items

dates

g

Lesson 5: RETA / eRETA



What is RETA / eRETA?

The RWA Entry and Tracking Application (RETA) is GSA's web-based application that serves as a centralized resource and repository for creating and storing all RWA-related data.

Available to GSA employees as RETA, and to customer agencies as eRETA (external RETA), though they are technically the same application.

RETA / eRETA contains all RWA financial information, as well as an electronic documentation file which includes copies of the RWA 2957 Form, Receipt, Acceptance, Completion and Closeout Letters, and much more.

Logged In User Details	
User ID:	elwren@gsa.gov
Agency:	0101 - DEPARTMENT OF JUSTICE, FEDERAL BUREAU OF INVESTIGATION 0107 - JUDICIARY, UNITED STATES COURT OF APPEALS FOR THE FEDERAL CIRCUIT 0102 - JUDICIARY, UNITED STATES BANKRUPTCY COURT 0101 - DEPARTMENT OF THE TREASURY, INTERNAL REVENUE SERVICE NATIONAL OFFICE 0101 - DEPARTMENT OF DEFENSE (OFFICE OF THE SECRETARY OF DEFENSE) OFFICE OF THE SECRETARY OF DEFENSE 0104 - DEPARTMENT OF THE ARMY (OFFICE OF THE SECRETARY OF THE ARMY) OFFICE OF THE SECRETARY OF THE ARMY
Group:	RETA, DATA ENTRY
Other Applications & Resources:	RWA, Customer 2.0 (www.gsa.gov/rwa) RWA, Form 2957 (www.gsa.gov/rwa) RWA, Billing Details, Vendor & Customer Self Service (VCS) Reports (log in will be required) Zephyr, Core 2.0 (www.gsa.gov) Retail, PW, VMS

**the navigation bar circled above will vary slightly depending on the user

RETA/eRETA and Electronic RWA Enhancements

GSA has introduced several features to RETA/eRETA which allow customer agencies and GSA to interact more efficiently: These include (but are not limited to):

- The ability to use 4 different search screens: RWA Search, Financial Review Search, Documentation Search, and Estimates Search.
 - Also the ability to export data to Excel from any of these screens,
- Data entry capabilities that allow RWA customer agencies to identify and submit new project or service needs (known as "RWA Work Requests") directly to GSA via eRETA,
- Data entry capabilities that allow RWA customer agencies to enter and submit new and amended RWAs directly to GSA via eRETA,
- A "Summary of Requested Changes" screen to easily compare old and new values on RWA amendments,
- An integrated digital signature solution.

Visit www.gsa.gov/ereta for more information on eRETA's most recent enhancements including user guides, video demonstrations, and more!

How to Access RETA / eRETA?



- GSA Employees: Visit the PBS Portal at <http://portal.pbs.gsa.gov> to learn how to access RETA, and to find user guides and other useful training materials.
 - RWAs are accessible by GSA region.
- Customer Agency Employees: Visit www.gsa.gov/ereta to learn how to access eRETA, and to find user guides and other useful training materials.
 - RWAs are accessible by Agency Bureau code.
 - Customers may request Read Only access or Data Entry access to eRETA. GSA strongly encourages Data Entry Access, as this allows customers to submit RWA Work Requests, new and amended RWAs, and apply digital signatures from within eRETA!

*The paper/PDF version of the GSA 2957 is no longer accepted from Federal customers. Federal customers are required to send all RWA and Work Request information to GSA via eRETA.



Knowledge Check

It's time to see what you remember.



Customers have the ability in eRETA to:

- Search for RWAs and export data to Excel.
- Access RWA financial information and documentation.
- Identify and submit new project or service needs (known as RWA Work Requests) directly to GSA.
- Enter and submit new and amended RWAs directly to GSA.
- Utilize the RWA Digital Signature solution.
- All of the above.

Customers have the ability in eRETA to:

- Search for RWAs
- Access RWA financial information and documentation
- Identify and submit new project or service needs (known as RWA Work Requests) directly to GSA
- Enter and submit new and amended RWAs directly to GSA
- Utilize the RWA Digital Signature solution
- All of the above

Correct

Customers have the ability in eRETA to search for RWAs and export data to Excel, access RWA financial information and documentation, identify and submit new project or service needs (known as RWA Work Requests) directly to GSA, enter and submit new and amended RWAs directly to GSA, and utilize the RWA Digital Signature solution.

Continue

Reimbursable Work Authorization (RWA) Training Resources



Participant Resources



Click any of these links referenced in the training if you would like some additional information.

- [National Policy Document \(NPD\)](#)
- [RWA Managers Map](#)

Web Resources: Internal GSA



Reimbursable Services Homepage

InSite Home > Services and Offices > Public Buildings Service > Design and Construction > Office of Project Delivery > Reimbursable Services National Program: <https://insite.gsa.gov/node/113709>

RETA and the PBS Portal

Access to the RWA Entry and Tracking Application (RETA) can be found in the PBS Portal at: <http://portal.pbs.gsa.gov>

Web Resources: Customer Facing



Reimbursable Services Program

Find a multitude of information regarding reimbursable work authorizations including policies and guidance at <http://www.gsa.gov/rwa>

External RWA Entry and Tracking Application (eRETA)

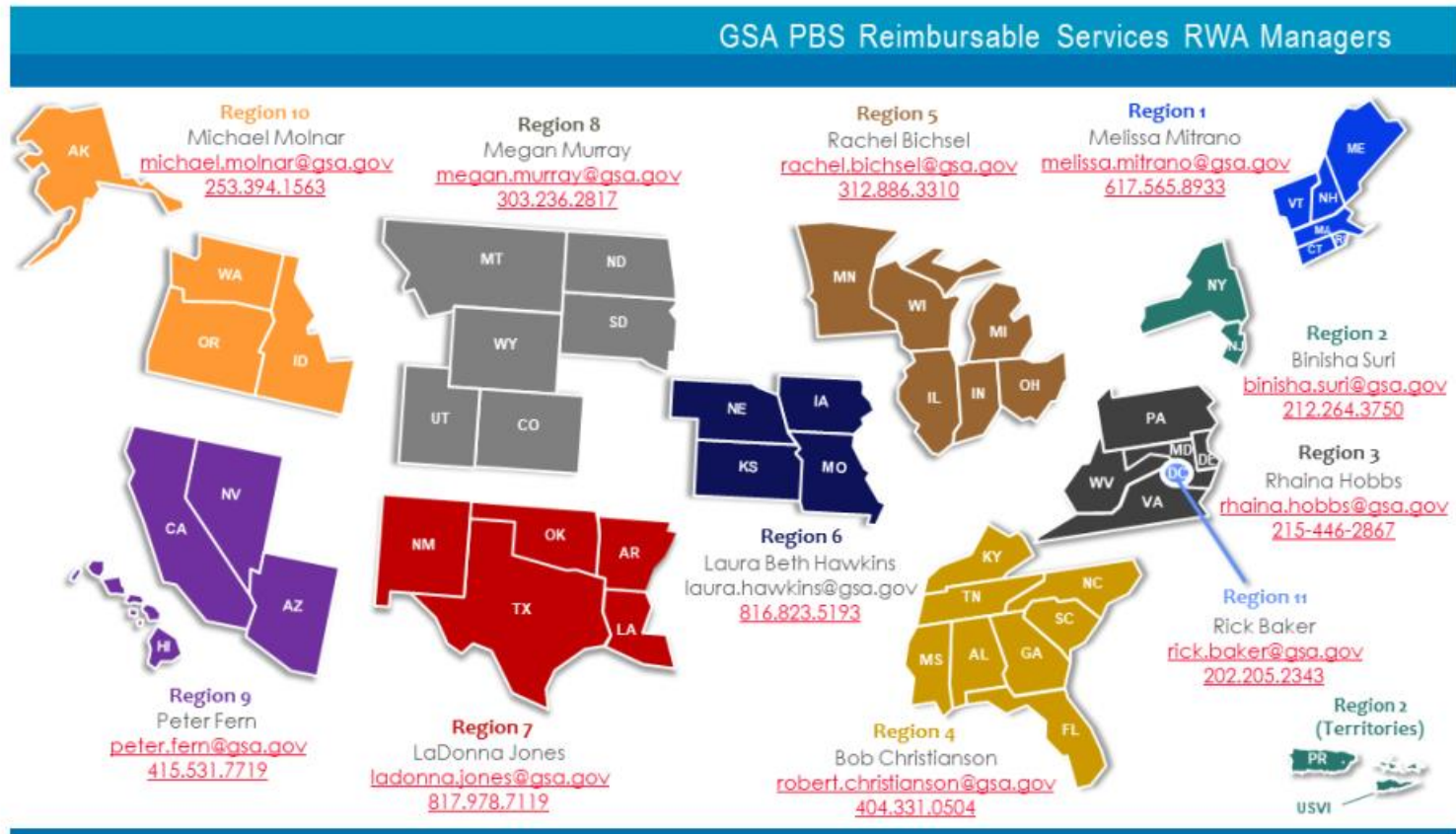
Find a multitude of information on how to access and use eRETA, including user guides, video demonstrations and more at <http://www.gsa.gov/ereta>

Vendor and Customer Self Service

Online access to billing and accounts receivable data at <https://corporateapps.gsa.gov/applications/financial-apps/vcss/>

Reimbursable Services RWA Managers

For region or project specific RWA questions, refer to the: [RWA Managers Map](#) or [RWA Managers List](#).



*Picture above updated as of November 2019

PDE Division RWA Contacts

Keith Colella, Project Delivery Excellence (PDE)
Director

Keith.Colella@gsa.gov

202.821.2201

Ashlee Carlson, Reimbursable Services
Program Manager

Ashlee.Carlson@gsa.gov

202.253.9810

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