



To: APOs and CUPOs

AUD #23-42

CC: Jim Barnaby, Deputy Commissioner, State Purchasing Division
Mary Chapman, Deputy Division Director
Mukesh Patel, State Purchasing Division Portfolio Manager

From: Audits, State Purchasing Division

Date: March 16, 2023

Re: Audit of Open Market Purchases – POs issued in December 2022

Background

Section 1.3.4.5 of the Georgia Procurement Manual (GPM) provides that state entities “may elect to go to the open market to identify a source of supply for the needed good or service (if) the APO/CUPO determines an open market purchase is the appropriate purchasing method under Tier 4 of the Order of Precedence.” When the competitive bidding rules are applicable, under normal circumstances, this election may only be made when no source of supply exists from a:

1. mandatory statewide contract (Tier 1 of the Order of Precedence)
2. existing state entity contract (Tier 2 of the Order of Precedence)
3. the statutory source of supply (Tier 3 of the Order of Precedence)

When purchasing from the open market, “the state entity may not split reasonably foreseeable or related purchases into two or more transactions to circumvent the requirement that any purchase of \$25,000 or more is based on competitive bidding.” Section 6.3.1.2 of the GPM states the purchase type of OMP should be used if “A state entity’s purchase made on the open market regardless of the dollar amount on a one-time basis (e.g., the state entity is not establishing a term contract).” Selecting the correct purchase type code of “OMP” for open market purchases allows accurate spend data to be collected by various staff, from contract managers, entity procurement staff, budget analysts, and auditors. The audit scope and methodology used in this audit are summarized in **Appendix A**.

Audit Summary

SPD Audits reviewed every PO coded as an open market purchase across the enterprise¹ with a dollar amount of \$50,000 or greater. This sample included 44 POs that totaled \$8.3 million. These 44 POs represented 0.42% of all OMP POs for December 2022.

Audit Objectives

1. Determine if OMP POs were coded correctly.
2. For OMP POs miscoded, identify the correct purchase type.
3. Identify areas for improvement related to the coding of OMP POs.

Audit Issues

¹ Excluding Augusta University. Augusta University provides their PO query quarterly. The audit team is working with Augusta University to get read-only access to their financial system so their POs can be audited monthly.

In December 2022, 10,533 POs totaling \$30.4 million were coded as an open market purchase (OMP). Of these POs, 44 POs were \$50,000 or more. These 44 POs totaled \$8.3 million, or 27% of all OMP POs issued in December 2022. SPD Audits reviewed these POs to determine if they were correctly coded as OMP.

SPD Audits found that 25 (57%) of the 44 POs sampled appeared to be incorrectly coded as OMP. These POs totaled \$5.8 million (70%) of the \$8.3 million POs reviewed. These 25 POs appeared to be miscoded for the following reasons. These POs are also summarized in **Table 1**.

1. State entity contract (AC) – these POs appeared to be related to an agency contract (AC) since an existing contract was attached to the PO or a contract number was referenced in the PO header or cited in the Contract ID field.
2. Exempt (EXM) – these POs were related to services or products exempt from the State Purchasing Act or used an exempt NIGP code on the PO.
3. Statewide contracts (SWCC or SWCM) – these were POs to suppliers on either statewide convenience contracts (SWCC) or statewide mandatory contracts (SWCM). The statewide contract number was sometimes cited in the Contract ID field.
4. Emergency (EMER) – this PO appeared to be related to a procurement made necessary by an emergency.
5. Consortia (ACC) – this PO appeared to be related to consortia since a consortia contract was attached to the PO or a consortia contract number was referenced in the PO header or cited in the Contract ID field.
6. Title 32 (T32) – this PO appeared to relate to the services ancillary to constructing and maintaining a public road, which is exempt from the State Purchasing Act.
7. Sole Source (SS) – this PO appeared to be related to a sole source posting.

Table 1
Summary of OMP POs,
which appear to be miscoded - December 2022

Original Purchase Type Code	Correct Purchase Type Code	Description	Number of POs	PO Amount
OMP	AC	State Entity Contract	15	\$3,865,284
OMP	EX	Exempt	3	\$1,035,756
OMP	SWCC or SWCM	Statewide Contract Convenience or Statewide Contract Mandatory	3	\$450,230
OMP	SS	Sole Source	1	\$196,182
OMP	ACC	Consortia	1	\$142,359
OMP	T32	Title 32	1	\$78,758
OMP	EMER	Emergency Purchase	1	\$75,542
		Total	25	\$5,844,110
Sources: 1) PeopleSoft query TGM_oEPO019D_PO_SPEND_BY_DATE; 2) BOR_OPO019D_PO_LIST_BY_BU_DTL; 3) PO data provided by Georgia Institute of Technology, Georgia State University, and the University of Georgia.				

Of the Fifteen POs, which should have been coded as a state entity contract, thirteen were related to a solicitation or sole source posting on the Georgia Procurement Registry (GPR). These POs resulted from nine Request for Quotes (RFQ), two Request for Proposals (RFP), and two sole source postings, which were done in prior fiscal years, and the PO was extending the contract awarded through the sole source posting an additional year.

For the remaining 19 POs reviewed in the sample, we found the following:

1. Seventeen (17) POs, totaling \$2.3 million, were correctly coded as OMP. These POs were conducted as procurements outside of the authority of the State Purchasing Act and not under the Department of Administrative Services (DOAS) purview.
2. One PO totaling \$105,703 had been cancelled.
3. One PO totaling \$100,000 was closed without a payment being applied to the PO.

Recommendations

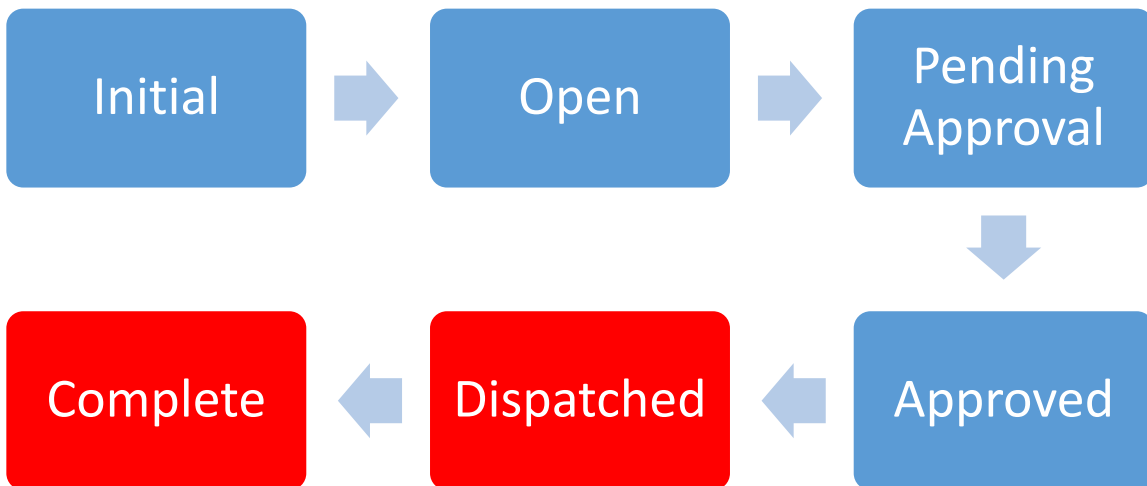
1. APOs and CUPOs should review all recent POs coded as OMP with a value of \$50,000 or more to determine whether the correct purchase type code has been used.
2. SPD should work with IT, State Accounting Office, and USG to implement controls on OMP POs over \$24,999.99.
3. APOs/CUPOs should review PO data from this audit at the buyer level to ensure that staff is adequately trained and, where necessary, re-trained in the correct use of purchase type codes.
4. SPD should establish a strategy to analyze OMP spend to determine at what volume of POs are issued and at what level of total supplier spend if a statewide or state entity contract should be developed.
5. SPD should revise the GPM and issue guidance to state entities on the proper coding of POs, which come from a solicitation posted for a one-off purchase and were not intended to establish a term contract. Since posting on the GPR allowed the state entity to demonstrate they have satisfied the competitive bidding requirements, the resulting one-time POs with values over \$24,999.99 should include the event ID in the PO header or the PO reference field. Additionally, APOs and CUPOs should remind their procurement staff that POs should always be sourced from an event, where possible, so event IDs can easily be referenced on POs and POs to the event from which they emanate.

Appendix A

Audit Background, Scope, and Methodology

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This audit is of purchase orders (POs) issued in December 2022 - PO dates between December 1, 2022, through December 31, 2022. The PO dates were current as of the date the PO queries were run, which was in the first week of January. The PO queries come from different financial systems. Except for the Georgia Institute of Technology, which uses Workday, all other audited state entities use PeopleSoft for their financial system. It is not the same instance of PeopleSoft since each instance is configured differently. The objective of the audit was to audit POs issued or dispatched. Since the PO queries are run from different financial systems, the terminology used to indicate the PO status varies. For TGM entities, the PO life cycle consists of the following steps:



Only those POs in the stage of dispatched or complete were included in this audit. Phases, before dispatched, represent the internal approval process a state entity uses before the PO is sent to the supplier. For the TGM entities, this is known as dispatched. Complete is the status used when the PO is closed and can no longer be modified or used.