OUR MISSION

We partner to end extreme poverty and promote resilient, democratic societies while advancing our security and prosperity.
MESSAGE FROM THE ACTING DIRECTOR

Over the last year there has been significant progress across the acquisition and assistance (A&A) landscape, from streamlining and innovating our A&A processes, to improving our core operations, increasing stakeholder engagement, and developing and enhancing our workforce.

In Fiscal Year (FY) 2016, the Agency had another record year obligating $16.4 billion through the A&A process. With another year of increased funding, our focus on Procurement Action Lead Time (PALT) has become more important. This year we made progress in reducing PALT in a number of awards, and we will continue efforts towards further PALT reductions during FY 2017.

In regards to improving our core operations, we focused on past performance reporting, increasing the utilization of small businesses, improving our Business Forecast, and providing better selection of instrument guidance. In each of these respective areas, we are proud of the work we have been able to accomplish. We awarded a record amount to small businesses and achieved an 88.3% compliance rate in past performance reporting. By streamlining our Business Forecast process, we were able to cut down on the production time from nearly 8 weeks to just 8 days.

Transparency is critical to the way we do business and how we engage with our partners. At our partners’ request, we added a variety of new resources and materials to USAID.gov, including our Procurement Executive Bulletins (PEBs), and a list of our active Indefinite Delivery, Indefinite Quantity (IDIQ) contracts. Additionally, we launched a new ticketing system to manage all inquiries for our Ombudsman’s office. With this new system in place, our partners can track the status of their inquiries, and we can begin to identify trends in topics brought to us by our partners.

In June we launched the A&A Lab, which is an interconnected network of A&A staff helping to advance the Agency’s mission through workforce development and the testing and scaling of innovations in A&A. To date, we have established Labs in Frankfurt, Africa, Washington, and Central and South Asia. In FY 2017, we will be launching Labs in East Asia and Latin America and the Caribbean.

It is by way of the A&A Lab that we have focused our attention on developing and enhancing our A&A workforce. We have launched a monthly Community of Practice conference call, established a virtual A&A Helpdesk, and created a Business Manager’s toolkit.

We are excited about the direction A&A is moving at USAID. With the collaborative efforts of our A&A Lab, our dedicated A&A professionals working around the world, and our partners, we believe that we can exceed all of the goals we have set.

Mark Walther
Acting Director
Management Bureau
Office of Acquisition and Assistance
USAID obligated $16.4 billion through 22,733 actions in FY 2016.

Washington obligated $10.1 billion (61%) while Missions obligated $6.3 billion (39%). Total obligations over the last two years have increased, up from $16.1 billion in FY 2015 and $14.1 billion in FY 2014. The proportion of Washington obligations has also modestly increased in recent years, up from 59% in FY 2015 and 58% in FY 2014. This is in part due to Washington obligating a greater amount of funding through Public International Organizations (PIO) grants. Over 93% of Washington PIO grants are obligated by Bureau for Global Health and Bureau for Democracy, Conflict and Humanitarian Assistance’s Office of Food for Peace and Office of Foreign Disaster Assistance.

While Washington obligated a higher dollar value, Missions completed a greater number of actions. Typically Missions obligate more acquisition awards (including Purchase Orders) than Washington (56% vs 44%), which involves more actions than assistance awards.
In FY 2016, $4.9 billion in obligations were made through cooperative agreements, more than any other single mechanism. Cooperative agreements accounted for 30% of total awards and grants (excluding PIO) accounted for 14%. Acquisition accounted for 28% ($4.6 billion). There is a fairly even split between cooperative agreements (30%) and acquisition (28%). Obligations to PIOs as grants totaled $4.1 billion, which is greater than previous years (FY 2013 - FY 2015: $3 billion, $2.9 billion, and $3.1 billion, respectively).

USAID obligated $4.6 billion in new awards or 28% of total obligations. New awards were obligated evenly across contracts, task orders and IDIQs (25%), grants excluding PIO (25%), and cooperative agreements (22%).

New awards accounted for $4.6 billion in FY 2016 or 28% compared to 27% in FY 2015 and 25% in FY 2014. Over the last two years there have been more obligations made through new contracts and task orders (26% in FY 2015 and 29% in FY 2016) than through new cooperative agreements (25% in FY 2015 and 22% in FY 2016).
PRIORITIES

PROCUREMENT ACTION LEAD TIME

One of the top priorities of the Agency is to reduce Procurement Action Lead Time (PALT). PALT measures the amount of time it takes to make an award. Tracking of PALT begins the moment a Contracting/Agreement Officer (CO/AO) accepts a full package of documents from technical officers and continues until award.

Over the last year, the Agency has focused on increasing the data and information available to be able to track all competitive grants, contracts, and cooperative agreements over $10 million. USAID has also encouraged engagement with industry by use of draft solicitations, pre-proposal conferences and industry day events. The Agency considers pre-solicitation outreach efforts important to reducing PALT as they allow for better program objectives, scopes of work, and implementation plans. Additionally, USAID has implemented a number of methods to further reduce PALT. A few examples include:

1. Establishing PALT Management Working Group comprised of A&A staff around the world;
2. Promoting PALT best practice examples globally for staff;
3. Organizing regular meetings with Agency senior leadership to review major actions; and,
4. Emphasizing the use and leveraging of templates to help reduce PALT time and increase efficiency in document creation and consistency.

In FY 2017, the Agency will be releasing a PALT Best Practices Guide. Once the guide is complete, it will be socialized with all USAID staff. Training on the PALT Best Practices Guide will be conducted for Agency A&A staff, as well as program and technical staff.

*Note: The PALT data in the chart above is calculated based on a three year average. In FY 2017, USAID will undertake a review of the methodologies used to analyze future PALT data.
Priorities

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FedConnect Pilot Program
The Agency is piloting the use of end-to-end paperless A&A processes via FedConnect, a government acquisition and grant portal. This system will create easier avenues for partners to submit materials. Opportunities from DCHA/DRG, USAID/Dominican Republic, and USAID/Southern Africa are in pilot. The goal is to rollout FedConnect Agency-wide during FY 2017.

Selection of Instrument

In April 2016, the Agency released an updated policy on Selecting the Appropriate Acquisition and Assistance Instrument, ADS Chapter 304.

USAID has no preference on the use of acquisition or assistance, but understands the importance of the selection decision to our partner community. The purpose of the revision was to provide greater clarity and guidance to Agency staff to ensure that the selection of instrument is consistently applied.

In addition to the revisions of ADS 304 that were issued, the Agency is in the process of developing further amplifying guidance. There are currently two draft guidance documents that have been shared with our partners: one related to the Agency’s Democracy, Human Rights, and Governance programs, and one more broadly for all other Agency programs. The purpose of the amplifying documents is to provide further examples and clarity to staff on the selection of instrument. The guidance documents are planned to be finalized in FY 2017 along with additional training and outreach to program, technical, and A&A staff.

Provided below are the primary revisions that were made to the selection of instrument guidance.

Primary Revisions to ADS 304

Clarify primary roles and responsibilities (ADS 304.2)
Operating Units (OUs), the Planner, and the CO/AO all have significant responsibilities relating to the selection of the appropriate type of instrument in accordance with relevant statutes, regulations, and policies.

Provide the legal framework that informs selection of instrument decisions (ADS 304.3.1)
The Foreign Assistance Act is USAID’s principal authorizing legislation and provides the Agency the ability to make assistance and acquisition awards. The Federal Grant and Cooperative Agreement Act (FGCAA) prescribes criteria that the executive agencies must follow when selecting between contracts, grants, and cooperative agreements.

Emphasize that the selection of instrument decision begins early in the project design and planning phase (ADS 304.2)
USAID’s planning policies and considerations in ADS 201 and ADS 300 reinforce the importance of selecting the appropriate instrument based on the applicable facts and circumstances at the time of selection. These policies also highlight that selection of the most appropriate instrument should result from rigorous project design.

Provide examples of appropriate uses of both acquisition and assistance instruments (ADS 304.3.3 and ADS 304.3.4)
Several scenarios using a variety of project types were included as examples to assist COs/AOs and OUs in the application of ADS 304 policy considerations.

Incorporate the limitation on the use of assistance instruments for construction (ADS 304.3.4.2)
USAID’s current construction policy states that construction activities are rarely appropriate under assistance instruments. The limited management oversight that USAID can legally assert over recipients under assistance awards minimizes USAID’s ability to ensure that the design and construction activities are carried out properly.

Clarify documentation requirements on selection of instrument determinations (ADS 304.3.6)
The Planner, in consultation with the CO/AO, is responsible for drafting the selection of instrument determination recommendation memorandum. Within fifteen business days, the CO/AO should either approve the Planner’s recommendation or communicate any issues that must be resolved before approval. Approval of the Planner’s recommendation constitutes confirmation by the CO/AO that the recommendation supports the Planner’s initial determination of the most appropriate instrument based on the application of statutory and regulatory criteria.

Emphasize that solicitation documents and post-award administration must adhere to the requirements of the selected instrument (ADS 304.3.7)
After the type of instrument has been determined, the Planner and the CO/AO must adhere to the statutory, regulatory, and policy requirements applicable to the selected type of instrument. This includes drafting the solicitation documents including the statement of work or program description, in accordance with the type of instrument selected as they each have different requirements. Additionally, post-award administration must occur in accordance with the statutes, regulations, and policies pertaining to the selected instrument.
SMALL BUSINESS UTILIZATION

USAID recognizes the critical role small businesses play in achieving its mission. The A&A workforce is dedicated to supporting U.S. small businesses and works closely with the Agency’s Office of Small and Disadvantaged Business Utilization (OSDBU).

FY 2016 presented a new opportunity for the Agency to engage with U.S.-based small businesses as the U.S. Small Business Administration (SBA) goal included overseas contracts for the first time.

For Washington-based awards, the Agency awarded more than 23% of its contracts to U.S. based small businesses, which is the most the Agency has ever done. Overseas, approximately 5% of contracts were awarded to small businesses. The Agency exceeded its SBA worldwide small business goal of 11% by achieving 13%. In total, $553 million was awarded to U.S.-based small businesses in FY 2016 – the most prime contract dollars awarded by the Agency in a single fiscal year.

PAST PERFORMANCE REPORTING

Past performance evaluations are critical to both USAID and its partners. Evaluations play a major role in the review of proposals and can be the difference between winning and losing a new award. Performance evaluations also provide a critical checkpoint during the life of an award to ensure that an activity is achieving its objectives.

At USAID, we have continued to focus attention on performance evaluations, ensuring that every contract has one finished. At the close of FY 2016, the Agency reported in the Past Performance Information Retrieval System (PPIRS) that 88.3% of all contracts had an evaluation completed. This is remarkable progress from FY 2011 when only 7% of contracts had an evaluation done.
BUSINESS FORECAST

USAID publishes a Business Forecast each quarter providing partners a snapshot of all upcoming funding opportunities. In FY 2016, the Agency’s Forecast was downloaded over 67,000 times.

Increasing the reliability and the timeliness of the Forecast was a major priority for the Agency in FY 2016. In the 2nd quarter of the Fiscal Year, the Agency streamlined the process for creating the Forecast, cutting down the production time for approximately 8 weeks to just 8 days.

Live Feed Business Forecast

To further improve the usefulness of the Forecast, the Agency will be automating the production to create a “live feed” on USAID.gov starting in early FY 2017. Updates to Forecast will be made on a daily basis. This means that as new activities move through the planning process, partners will receive real-time updates rather than waiting each quarter for new information.

Business Forecast Review Conference Calls

Each quarter, USAID conducts Business Forecast conference calls with the partner community. Partners submit their questions related to the Forecast to USAID and responses are posted online and covered during the call. A recording and transcript of the call is also made available online.

In FY 2016, more than 1,400 people participated in the Business Forecast review conference calls and almost 900 questions were answered.

Information Available on the Business Forecast

The USAID Business Forecast includes any planned or currently open competitive acquisition or assistance opportunity above $150,000.

Opportunities that are on the Forecast include:

- Blanket Purchase Agreements (BPAs);
- Broad Agency Announcements (BAAs);
- Contracts;
- Cooperative Agreements;
- Development Innovation Accelerators (DIAs);
- Fixed Amount Awards (FAAs);
- General Service Administration (GSA) BPAs;
- Grants;
- Indefinite Delivery/Indefinite Quantity (IDIQ) Contracts;
- Leader with Associate (LWA) Awards;
- Personal Services Contracts (PSCs);
- Purchase Orders; and,
- Task Orders issued under IDIQs & GSA Schedules.

Visit the Business Forecast at USAID.gov/business-forecast
ACQUISITION & ASSISTANCE LAB

On June 29, 2016, the Management Bureau’s Office of Acquisition and Assistance (M/OAA) announced the creation of the A&A Lab. The A&A Lab is an interconnected network of A&A staff advancing the Agency’s mission through workforce development and the testing and scaling of innovations in acquisition and assistance.

ORIGINS
The A&A Lab is the result of several elements. M/OAA had been reviewing its priorities for the coming year and received feedback from staff, senior leadership, and the partner community on the need to empower and enhance the A&A workforce and to find new and innovative ways to do business. At the same time, the Office of Management and Budget’s (OMB) Office of Federal Procurement Policy (OFPP) issued a memo instructing Federal Agencies to create Acquisition Innovation Labs. Using the mandate from OFPP and feedback from key stakeholders, the A&A Lab was established.

STRUCTURE
The A&A Lab follows a hub-spoke model. The Hub is based out of the Director’s Office in M/OAA with regional Hubs located around the world, including one in Washington Operations. The hub-spoke model enables Regional Labs coordinate activities with countries within their respective region.

The purpose of the hubs are to empower A&A staff to create, test, and document innovations and best practices that can be scaled-up across the Agency. As ideas are tested and documented at a local level, they will flow back up to the A&A Lab, and then be promoted and pushed out workforce-wide for implementation.

To date, A&A Labs have been launched in Central and South Asia, Africa, Frankfurt, and Washington. Additional Labs will be coming online in East Asia and Latin America and the Caribbean in 2017.
The A&A Lab focuses on three broad workstreams to advance the Agency’s mission and workforce development.

- **Workstream 1**: Advancing and institutionalizing innovation;
- **Workstream 2**: Integrating and modernizing the A&A community; and,
- **Workstream 3**: Empowering the A&A community to advance professionalization in the technical, interpersonal, and leadership roles needed to address evolving development challenges.

Within these broad workstreams, Regional Labs will decide what activities they test and scale.

### ACTIVITIES
Since the launch of the A&A Lab, a number of activities have taken place:

- Initiated an A&A Expert Helpdesk to provide support to staff working around the world;
- Established a monthly A&A Community of Practice to facilitate sharing of innovative ideas;
- Created a Business Manager’s Toolkit with best practices and guidance for staff;
- Hosted Co-Creation Workshops and created videos training staff on the use of Co-Creation;
- Launched an A&A workforce working group;
- Kicked-off a research initiative on the use of Broad Agency Announcements (BAAs); and,
- Started design and implementation of A&A Mentor Program.
POLICY

The Agency is regularly updating its acquisition and assistance related policies. USAID welcomes comments and feedback on existing policies to the Agency’s A&A Ombudsman.

Provided below is a summary of the new and updated policies issued during FY 2016.

The Automated Directives System (ADS)

USAID’s ADS serves as the Agency’s operational policy and procedure guide. The ADS contains over 200 chapters and is aligned with current Federal regulations, as well as Administrator policy. The Agency’s ADS 300 Series focuses on acquisition and assistance.

In FY 2016, 18 revisions to policies and procedures across six ADS chapters related to acquisition and assistance. Highlighted below are the major revisions that are relevant for the Agency’s partners.

ADS 302: USAID Direct Contracting

- USAID Mandatory Reference “Contract Review Board” (302mao) was revised. (11/17/2015)
- Revisions to this chapter were concerning Defense Base Act (DBA) Insurance. (6/30/2016)
- ADS Chapter 302, ADS 302mas, Special Provisions for Acquisition and section 302.3.5.3 Indefinite Quantity Contracts (IQCs) – Exception for Small Businesses were revised. (8/30/16)
- ADS Chapter 302, section 302.3.4.13 “Grants Under Contracts (GUCs)” was revised. (9/28/16)

ADS 303: Grants and Cooperative Agreements to Non-Governmental Organizations

- Revisions to this chapter concerning Trafficking in Persons and performance reporting under FAPIIS were issued. (4/08/2016)
- Revisions to this chapter concerning Participation of Faith-Based and Community Organizations were issued. (6/30/2016)

ADS 304: Selecting the Appropriate Acquisition and Assistance (A&A) Instrument

- This chapter was revised in its entirety and issued. (4/18/16)

ADS 309: Personal Services Contracts with Individuals

- This new chapter, conforming to all existing PSC policies under AAPDs/CIBs and the removal of policies from the AIDAR where more appropriate as internal Agency policy, was issued. (6/15/2016)

ADS 312: Eligibility of Commodity

- This chapter was revised to update two sections: Section 312.3.3.1, Agricultural Commodities, and Section 312.3.3.7, Fertilizer. (10/25/215)
- This chapter was also revised to add two new mandatory references and one additional help document: ADS 312mac, Agricultural Commodity Eligibility and Requirements Relating to Quality and Safety; ADS 312mad, Fertilizer Financing Guidance; and, ADS 312sad, Template of Approval Request for Agricultural Commodity Financing Under ADS Chapter 312. (10/25/215)

USAID’s Acquisition Regulation (AIDAR)

The AIDAR is USAID’s Acquisition Regulation supplanting the Federal Acquisition Regulation and is published as Chapter 7 of title 48, Code of Federal Regulations (CFR).

1. Federal Register at 81 FR 48718 on July 26, 2016 announced the transfer of the following contract clauses from ADS 302 into the regulation. The rule became effective on August 25, 2016
   - 752.222-71, Nondiscrimination;
   - 752.229-71, Reporting of Foreign Taxes;
   - 752.231-72, Conference Planning and Required Approvals; and,
   - 752.7036, USAID Implementing Partner Notices Portal for Acquisition.

All clauses have been editorially revised to better specify Agency requirements. In addition, this AIDAR update added a new clause 752.7037, Child Safeguarding Standards. The clause, applicable to all awards other than commercial items, requires contractors to comply with USAID Child Safeguarding Principles.

2. Federal Registers at 81 FR 47046 and 81 FR 47152 dated 07/20/2016 announced revisions to clause at 752.247-70, Preference for privately owned U.S.-flag commercial vessels, to conform to the current requirements of the Cargo Preference Act of 1954 and provide up-to-date submission instructions to the Maritime Administration (MARAD). These changes became effective on October 18, 2016.

3. Federal Register at 81 FR 55405 dated August 19, 2016 proposes to amend the AIDAR to incorporate a warrant program for cooperating country national personal service contractors (CCN PSCs) into the regulation. In addition, section 722.170 of the AIDAR will be revised to clarify that TCN and CCN employment requirements, contained in this section, do not apply to consultants. The general public, including USAID contractors, were
invited to submit comments on this rule by October 18, 2016. The changes announced by this rule will not be effective until all comments are addressed and the final AIDAR update is published in the Federal Register.

4. Federal Register at 81 FR 56572 dated August 22, 2016 and 81 FR 73352 dated October 25, 2016 announced revisions to the AIDAR incorporating a new clause entitled “Nondiscrimination against End-Users of Supplies or Services.” The clause prohibits contractors and subcontractors from discriminating against beneficiaries of USAID programs on the basis of any factors not expressly stated in the contract.

**Acquisition and Assistance Policy Directives (AAPDs)**

USAID AAPDs are official Agency sources for updates to policy and requirements for the A&A function.

In FY2016, the Agency retired 20 AAPDs and issued six new AAPDs:

- AAPD 15-02 Authorization of Family and Medical Leave for U.S. Personal Services Contractors (USPSCs) was issued on December 22, 2015.
- AAPD 16-01-A Special Requirement for Acquisition Awards with Performance in Syria (Operation Inherent Resolve) was issued on February 11, 2016.
- AAPD 16-01-B Special Provision for Assistance Awards with Performance in Syria (Operation Inherent Resolve) was issued on February 11, 2016.
- AAPD 16-02, Special Contract Requirements for Information Technology (IT) (under class deviations M-OAA-DEV-FAR-16-1c and M-OAA-DEV-AIDAR-16-2c) was issued on May 3, 2016.
- AAPD 16-03, Expanded Incentive Awards for Personal Services Contracts with Individuals (under class deviation M-OAA-DEV-AIDAR-16-3c) was issued on June 15, 2016. The AAPD references the new Mandatory Reference ADS 309mab that contains the details for the nomination, eligibility and selection of award recipients.

**Procurement Executive Bulletins (PEBs)**

USAID Procurement Executive Bulletins are signed and issued by the M/OAA Director. PEBs are not considered to be formal policy but include information in regards to policy reminders, general guidance, best practices, lessons learned, and Frequently Asked Questions for Agency A&A staff.

Four PEBs were issued during FY2016:

- PEB 2016-01: Trafficking in Persons Guidance for Assistance
- PEB 2016-02: Additional Guidance Regarding Pass-Through Charges
- PEB 2016-03: Communication with Partners during the Acquisition & Assistance Process

**ACQUISITION & ASSISTANCE OMBUDSMAN**

The primary purpose of the A&A Ombudsman’s Office is to ensure equitable treatment of all parties participating in USAID’s acquisition and assistance process. The A&A Ombudsman is the designated neutral Agency official responsible for managing complaints (internal and external). The Ombudsman reports directly to the M/OAA Director and the office is independent of all other offices within M/OAA.

In April 2016 the A&A Ombudsman launched a helpdesk database and tracker to begin managing inquiries. Prior to this time, inquiries were either tracked manually or not at all. The existence of the tracker has increased accountability and enabled the Ombudsman to more effectively manage responses and timeliness of resolution, provide more consistent and accurate information, and analyze trends. An additional feature of the new tracking system is that partners can provide feedback on their experience in engaging with the Ombudsman.

Provided below are some of the highlights and trends from the Ombudsman in FY 2016:

- The Ombudsman’s office received approximately 363 inquiries (beginning November 30, 2015).
- 98% of the inquiries submitted have been resolved.
- The average time to resolve each inquiry was approximately 12.39 days.
- A breakdown of the inquiries to the Ombudsman include:
  - General data calls and outreach (66%)
  - Business Forecast related questions (16%)
  - Doing business with USAID (8%)
  - Selection of Instrument (4%)
  - Other Inquiries (6%)
COST AUDIT AND SUPPORT
The Cost and Audit Support (CAS) Division consists of multiple branches that provide advice and services related to auditing, indirect costs, closeouts, past performance, data management, reporting, and quality control.

In FY 2016, the Agency reduced the audit backlog by more than 90%, closed out 600 awards, and issued an Indirect Cost Rate Guide for Non-Profit Organizations. In addition, approximately $52.5 million in residual funds related to expired awards was de-obligated.

FY 2016 CAS Division Actions

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<td>Negotiated Indirect Cost Rate Agreements Issued</td>
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<tr>
<td>Awards Closed Out</td>
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CONTRACT REVIEW BOARD
The Contract Review Board (CRB) provides technical assistance to Agency procurement officials to assist with identifying potential problems and recommending corrective actions for Agency acquisitions $25 million and above. The CRB seeks to improve the quality of USAID’s development and to strengthen the performance of the Agency’s staff by providing procurement related assistance.

During FY 2016, the CRB reviewed a total of 61 procurement packages, including 31 at the pre-solicitation stage, 12 at the competitive range stage, and 18 at the pre-award stage. The entire estimated value of the procurement actions reviewed by the CRB total approximately $4.3 billion.

PROFESSIONAL DEVELOPMENT AND TRAINING
The Professional Development and Training (PDT) Division develops and supports training activities for USAID’s A&A workforce worldwide. The goal of the PDT Division is to strengthen the knowledge and skills of the A&A workforce to better develop and manage A&A mechanisms. The Agency requires that all Contracting and Agreement Officers receive 80 hours of continual learning every two years. Contracting and Agreement Officer Representatives are required to receive 40 hours of continual learning every two years.

In FY 2016, the PDT Division offered 38 courses, training nearly 650 students. Since 2011, M/OAA has offered more than 150 classes to the A&A workforce, training more than 2,800 students.

New Resources Available on USAID.gov

Transparency is an important part of the way the Agency does business. In effort to increase transparency, a significant number new resources and information has been added to the How to Work with USAID section USAID.gov, including:

- Procurement Executive Bulletins;
- List of all USAID’s Indefinite Delivery/Indefinite Quantity Contracts and their holders;
- Guidance on Broad Agency Announcements;
- New online trainings for How to Work with USAID; and,
- Indirect Cost Rate Guide for Nonprofit Organizations.
Acquisition and Assistance Workforce

At USAID, there are more than 650 Acquisition and Assistance staff worldwide, with more than 280 individuals holding warrants to sign awards. In addition, there are more than 3,500 Contracting and Agreement Officer Representatives (CORs/AORs).