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REPORT

ON

PROBLEMS IN PROCUREMENT

MAY 1989

Prepared by

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I. Introduction

1. In all agencies engaged in development assistances one can hear a subdued grumbling, on occasion rising to strident complaints, about the slowness of "the process", i.e. about the difficulties of translating project plans into project action. This is true for international agencies like the World Bank and the regional development banks as well as for bilateral agencies. The single most important item on the list of implementation problems is undeniably the purchasing of goods and services (procurement and contracting), whether the agency itself (rarely) or the beneficiaries of the assistance (normally) are responsible for it. Such complaints are usually justified but the seriousness of the delays encountered can be measured only if realistic and detailed plans exist with which actual performance can be compared.

2. AID is no exception in this respect: procurement and contracting are said to "take too long", and the cause most often cited is "cumbersome" or "complicated" procedures. Indeed, AID has complicated procedures, more complicated than those of most other institutions because it operates not just one, but a number of different systems which involve different procedures:

- Host Country (HC) contracting for goods and services;
- Direct contracting for services and, to a lesser extent, for goods;
- Grants and Cooperative Agreements.

AID's procedures are further complicated by the fact that it has established, in the interest of minimizing negative effects on the U.S. balance of payments, extremely detailed rules on the source and origin of supplies and the nationality of suppliers of goods and services.

3. To assess objectively whether any or all of these procedures create ^{are} endemic and serious operational problems would require a well calibrated measuring tape. Other organizations, like the World Bank, have over time accumulated certain baseline data which, directly or indirectly, can be used for such comparison. (Disbursement profiles for different types of projects are one example). Such data do not ^{represent} effect "ideal" performance but permit realistic projections, reasonable expectations and their comparison with actual performance. The only basis of comparison available in AID are rough estimates of the time needed to complete different types of contracting actions, such as those contained in the "Executive Guide to AID Procurement" and in the material for the project design

and implementation courses. It is unclear, however, to what extent those estimates would coincide with experience data if they were available. Moreover, the estimates are not widely distributed. Many individuals dealing with OP (and with Contracting Officers in the field) therefore do not base their plans on experience data, but on their own, often wildly optimistic expectations. Disappointments, and complaints about delays, are thus unavoidable, but it is not clear whether delays are excessive.

4. In this situation, a review of the adequacy of procurement procedures must rely on subjective views of individuals. About 30 persons were interviewed and a number of reports reviewed. The resulting findings are discussed in the sections which follow.

II. Procedures

Host Country Contracting

5. Responsibility for approving and, where required, monitoring actions taken by HC entities in the contracting process rests with AID's field missions. Any assessment of shortcomings in the procedures being used (as set forth in Handbook 11) would have to be based primarily on the experiences of the field missions. During the brief period of this review, no

contact with the Missions was possible; however, no specific complaints about HC Contracting were reported by the Washington personnel interviewed.

6. Commodity Import Programs (CIP). Most of the operational and monitoring functions related to the CIP are exercised by Mission staff because these programs are generally implemented through HC Contracts. Information available in AID/W is incomplete because reporting is inconsistent between Missions; projects that are projects in name only and are implemented by financing imports of one or a small number of commodities are not necessarily covered by reports on CIPs; and not all reports are received on a regular schedule.

7. In line with the continuing general trend in Agency operations towards managing the execution of the program by others rather than executing it with its own staff, a trend that began in the sixties, it would seem logical to consider again the advisability of expanding HC contracting. For most development institutions, bilateral as well as multilateral, contracting by the beneficiaries of assistance is the predominant, if not exclusive, mode of operations. There seems to be no reason for AID to burden itself with the very substantial contracting workload it shoulders at

present, except to the extent that it is necessary for legal or persuasive administrative reasons.

8. I recommend that an effort be made to ascertain; (a) at what level or levels of management in AID/W information on the status of HC Contracting is needed, and in what intervals and in how much detail, presumably as part of more comprehensive reporting on the implementation of projects and CIPs; and (b) the most efficient way of obtaining and analyzing such information. The "Information Management Group" that has already been formed appears to be the logical one to assume responsibility for this effort. In addition, I recommend that a number of questions relating to HC Contracting be reviewed with the Missions. (See paragraph 32.1, below).

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Direct Contracting

9. The bulk of the contract and other procurement actions taken by AID are for services and the majority are handled by field personnel, mostly Contracting Officers. The table in Attachment 1 gives a breakdown of procurement actions by AID/W and the field, by type of action and by new actions and amendments to earlier actions. Overall, almost 4,000 actions were taken in the field, almost 60 percent of the total. What problems have arisen in conducting that large volume of

business, however, can only be ascertained by consulting with the field. Questions that have been raised in Washington are discussed in the following paragraphs.

Competition

10. A good deal of criticism has been directed at the "burden of full competition" imposed on AID by the FAR and the Competition in Contracting Act of 1984. In assessing the validity of these complaints, two considerations are important. First, contracts totalling less than \$100 million, an amount that represents about 15 percent of the funds appropriated in FY 1986 (the last year for which a full analysis is available), were covered by the requirements for full competition and less than one-tenth of those funds were actually subjected to full competition after exclusions and exemptions had removed the other nine-tenths from competition. According to the Procurement Office, the average time needed for processing those contracts was less than eight months, not an excessively long time, but the average obviously includes cases that required substantially more time. Secondly, most if not all public agencies in this and other countries and all international development institutions (such as the World Bank and the Asian Development Bank) use themselves, or require of their borrowers the use of,

formal competitive procedures in all but fairly narrowly defined exceptional situations.

11. Competition is thus the generally accepted method of ensuring the "economic and efficient" use of funds (in the terminology of the international banks). It is also generally accepted that formal competition, which includes advertising and the required waiting periods, requires a minimum amount of time that can be calculated by adding the periods necessary for each step in the process. That minimum can be adjusted on the basis of experience. A total of between six and ten months, depending on the type of contract and its objective (services, construction, custom-built equipment, etc.), is thus a reasonable period to allow for fully competitive contracting. Anyone expecting a shorter contracting period in those circumstances ignores the facts of life. If the facts were better known and the process better understood, surprises would be less frequent and less jolting.

12. There are other forms of competition than the "full and open" variety, and some of these variations are generally less time-consuming. In FY 1988 about one-third of the "new actions" (i.e. other than amendments) valued at more than \$25,000 came under the

heading of "limited competition," compared to less than 30 percent where competition was "full and open."

13. Yet, even recognizing the facts of contracting life, there is no question that delays beyond reasonable expectations occur, whether or not full competition is a factor in a given procurement. Complaints on this score can be heard in every quarter, including the corner where the contracting officers live. Significantly, a shortage of contracting officers, rather than procedural problems, is almost universally cited as the cause of delays, a shortage whose effects are magnified by the seasonality of AID's procurement business. The "fourth quarter bunching" has been a problem since AID was invented and after innumerable attempts to remedy the situation have failed and exhortations proved fruitless, one may have to conclude that we are faced here with another fact of contracting life that calls for an adjustment of expectations rather than hope for a miracle -- unless another form of obligating document is devised (see paragraph 16). Having said that, one must add that an increase in the contracting staff would unquestionably produce more rapid action throughout the year and should therefore be given serious consideration. (See also paragraph 24 and 25.)

14. Even though basic procedures do not appear to be a major impediment to adequate speed in contracting, there are interpretations of procedural requirements and operating practices which hinder a smooth functioning of the process. Some of these points are discussed in the following paragraphs.

15. Scope-of-Work. There seems to be broad agreement among agency managers that frequently not enough attention is given to the preparation of the scope-of-work shown in PIO/Ts, which form the basis of Contracting. Given the importance for the contracting process of an adequate description of the services needed and, above all, the purpose for which they are needed and the objectives to be attained, it is clear that an effort should be made to improve the ability of project staff to write usable PIO/Ts. The subject is covered in both the Project Design and Project Implementation courses but more time than can be devoted to it in that framework seems to be needed to bring about the necessary improvements. Ways to achieve that objective might include preparation of more detailed guidance, with examples; seminars, of perhaps two or three days duration, in which the purpose and structure of the scope-of-work is discussed and exercises are held; or a combination of both. I recommend that this issue be further studied.

16. Obligating Documents. ^{Much} ~~Most~~ of the "fourth-quarter crunch" in contracting is attributable to the fact that the document resulting from the contract action (contract or contract amendment, grant or grant-amendment, etc.), is the document obligating the funds in all cases where no bilateral agreement is used (loan or grant agreement). It would be worth exploring whether, at least in some cases, the obligation could be documented in a form which meets the legal requirements but does not require completion of contract negotiations and inclusion of all the terms of the agreement. I recommend, therefore, that representatives of OP, the General Counsel's Office and the Bureaus principally concerned, notably S&T, examine that possibility.

17. Buy-In Contracts. Although OP has issued guidance on buy-in contracts, there still seems to be some uncertainty about their use and requirements. It is doubtful that more written material on the subject would be helpful but a mechanism for answering questions and resolving disagreements would clearly be useful. It might, e.g., be possible to establish in OP an "ombudsman" (or woman) to whom all procedural or other operational questions and conflicts could be referred. There is no doubt that improved contacts between the contracting staff and its clients in other

parts of the Agency would go far in reducing points of friction and removing obstacles to a better mutual understanding of operational needs and constraints. The same is true with respect to contracting problems other than those relating to buy-in contracts. An ombudsman could contribute both to improved inter-Bureau operations and to ~~a reclamation~~ of the ~~possibilities~~^{of} streamlining procedures within the Bureaus, related to the contracting process, e.g. approval of PIO/Ts.

18. IQCs. Misunderstandings appear to exist concerning the circumstances in which an IQC and those in which a buy-in contract are appropriate. The advisability of preparing specific guidance on this subject should be explored. The question has also been raised whether a coordinating group on IQCs would be useful. I recommend that OP investigate whether the creation of an ombudsman suggested above would also be useful in dealing with the subjects discussed in this paragraph.

19. Miscellaneous Processing Issues. It appears that some practices established many years ago have not been changed despite technological advances or different circumstances, ~~assuming they have made sense~~. In this category are the following, and others can probably be found.

- (a) 10 (ten) signed originals of contracts must be sent to the contractor, signed by him and returned. The practice no doubt helps the U.S. Postal Service but it would seem that a smaller number of hand-signed copies should be adequate for the Agency's needs.

- (b) Certifying the availability of funds by FM could conceivably be accomplished before, rather than after, a contract document has been completed to avoid passing a large volume of paper back and forth between OP and FM.

- (c) Preparing waivers of various kinds, including ^{salary} ~~salary~~ waivers, clearly encumbers the system. A review of the pattern of clearances and delegations of authority seems to be in order to simplify and speed up the process. This is a matter for consideration by both OP, FM and the Bureaus.

20. Selection of Procurement Agents.

Procurement Agents selected by host governments apparently are not in all cases fully qualified. (In one case, it appears that a dummy corporation obtained a contract and AID was defrauded.) It is recommended that the adequacy of guidance for the selection of

Procurement Agents be reviewed, particularly with respect to the review or approval of the selection, by Missions and that additional guidance be issued, if appropriate, or existing guidance be reiterated. The Regional Bureaus, OP and FM should probably be involved. The same group should also look into the practices of procurement agents regarding invoicing, e.g. whether they are acting as suppliers, setting their own prices, or as agents adding their commission to the suppliers' prices.

21. Voucher Review.

A 10-person group in OP performs price checks and audits documentation relating to commodity transactions (primarily under CIP) which, for the most part, have been completed and originates refund claims if appropriate. The majority of such claims are for relatively small amounts although occasionally claims in six-digit ~~am~~^mounts are instituted. The basis of this audit activity is the review of supplier's certificates submitted with invoices and, to a lesser extent, Forms 11 submitted for approval of the supplier's contract. There are arguments both for and against continuation of this operation which has been in existence since the 1950's. It would seem worthwhile to review these arguments and the financial implications of the operation. OP, FM (where the

Voucher Review was originally located) and GC seem to be the units primarily involved.

22. Direct Procurement of Construction Services.

Occasionally, Missions decide to use direct contracting by AID for the implementation of projects involving construction or the supply and erection of major (custom-built) equipment, such as generators. Such decisions are based on the assumption that all AID contracting offices are experienced in handling such contracts. Although such cases are rare, Missions should be made aware of the fact that AID is normally not equipped for taking responsibility for such contracts.

23. New Procurement Regulations.

- (a) Even though the FAR has not been found to be a major delaying factor in the procurement process, any opportunity that may present itself for the formulation of a regulation specifically designed for AID should be seized. One of the major advantages of such regulation would be the possibility of making the same principles applicable to both direct and HC contracting. Another would be the possibility of introducing potentially cost-saving provisions. It should not

be assumed, however, that all AID-specific regulations could be as brief as the Procurement Manual prepared in 1982 for the U.S. Synthetic Fuels Corporation, an organization that was to handle all its procurement in one central office. To ensure consistency between field offices spread all over the world and with headquarters, the regulation and the guidance for its application would obviously have to be far more detailed.

- (b) AID may have the authority to adopt, without further legislation, procurement regulations that differ from the Federal Acquisition Regulation (FAR). It would be desirable that GC determine whether that authority does in fact exist and, if so, determine in conjunction with OP whether it would be practical for AID to use that authority.

- (c) If the answer to either of the two foregoing questions is negative, changes in the regulations applicable to AID can be made only if and when the authority to do so is included in new legislation, as currently envisaged in Sec. 5402 of the House draft. Unless such legislation substantially extends the nine-months period now proposed for the development of new AID procedures, or it appears unlikely that it will be enacted in the

near future, preparatory work should begin soon. A few provisions in the FAR which are causing concern because of their effect on implementation of AID's program should be revised in that context.

- (d) The list of subjects in the following paragraph is not intended as an all-inclusive catalog of desirable changes. It merely reflects ~~reflects~~ discussions during the current review. The sequence of subjects does not reflect their importance.

24. Changes in Regulations to be Considered.

- (a) 8A Contracts. The Small Business Administration (SBA) continues to be a procedural bottleneck in contracting with minority firms under Sec. 8A. To improve the situation, a change in procedure would clearly be desirable; to decrease the role of the SBA.
- (b) Protests. Under Sec. 33.103 no award can be made until a protest lodged (before the award is made) has been resolved. This provision is apt to lead to undesirable delays and should be replaced by one that protects bidders against arbitrary decisions without giving them, in effect, temporary veto power over the execution of

contracts and without leaving the Agency exposed to frivolous protests.

(c) Bid Evaluation. Under Sec. 14.404 of the FAR a bid must be rejected if it contains a condition which "affects price, quantity, quality or delivery of the items offered". All of such conditions are considered "substantive". The same principle is incorporated into HB 11, which governs HC contracting. This provision leads to the rejection of many bids which are, in fact, the most advantageous bids received and, in many cases, would be acceptable after evaluation under the guidelines adopted by the World Bank and regional development banks and under the rules of most, if not all, other national governments. Unduly inflexible rules on the rejection of bids also cause undesirable delays, and this frequently cost increases, that could be avoided.

(d) Selection of A&E firms. Under Subpart 36.6 of the FAR, price is not a consideration in the selection of A&E firms. HB 11 contains similar provision governing HC contracts. There is no persuasive reason for treating A&E contractors differently from all other firms providing professional services. Quality of the services offered should

have the same predominant importance in selecting any professional service contractor, but price should not be excluded as a factor.

III. Personnel and Training ~~Contracting Officers~~

25. Contracting Officers

There is general agreement that the number of contracting officers in Washington is inadequate for the volume of contracting actions to be performed, even though the bulk of contracting for Missions is now done in the field. There is no quick and easy way to remedy the shortage: recruiting and training takes time. Meanwhile, OP might consider informing its clients of its plans and staffing goals and, from time to time, on the progress being made. Although that would not improve immediately the real operational difficulties it would tend to create a better climate; knowing that there is light at the end of the tunnel and that the train is moving towards the exit is better than feeling imprisoned by immovable walls.

26. There is no way to judge the adequacy, in numbers and competence, of contracting officers stationed in the field without a detailed study. Questions soliciting

the views of field staff on these matters should be included in the questionnaire mentioned previously and discussed further in paragraph 32.1.

Project Officers

27. Procurement of goods or services, or both, is a common element of practically all projects. It is also the activity most frequently cited as the cause of delays in project implementation. Procurement problems thus come under the more general heading of implementation problems and must be seen as one, and probably the single most important, aspect of project implementation. When viewed in this context, not only contracting officers but all personnel concerned with project implementation must ~~be~~ ^{be} adequate in number and have the requisite training and experience. Foremost among these are the Project Officers whose responsibility includes both the design and planning and the execution of projects.

28. A large part of the operational difficulties generally lumped together under the heading of "procurement problems" are in fact shortcomings in project design, particularly in the formulation of implementation plans. There is fairly broad agreement on this point but little evidence of real concern or of plans for improving the situation. That apparent complacency may

result from a feeling that Missions, having responsibility for the design and implementation of their projects, also have the responsibility for making improvements where necessary and that they would resent suggestions from AID/W as unwarranted interference. However that may be, a close look at implementation planning, which of course includes procurement planning as a key element, seems indicated. Without realistic planning in collaboration with experienced specialists (e.g. Contracting Officers, Senior Project Officers) implemen^oation_^ is bound to be delayed, time tables become quickly obsolete and expectations will not be met. (These are not novel observations; they have a long but undistinguished history since they have apparently had as little effect as the detailed discussions in HB 3, written amost ten years ago.)

29. There appears to be no systematic and consistent review in AID/W of Project Papers prepared for projects authorized in the field, to check on their adequacy in general and on the attention given to implementation planning in particular. Such a review would be the first step in an examination of weaknesses in planning, of reasons for variations in its quality and of the development of remedies. Information on this subject should also be solicited from the Missions as part of the proposed questionnaire. If this study shows that

there is need for additional training of Project Officers, the content of training courses, criteria for selection of participants and the method of providing training would need to be studied. At present, the subject of project implementation is included in both the Project Design and in the Project Implementation course. Any additional training would therefore have to be planned in that context. It is also possible that the conclusion is reached to limit formal training to the existing courses and to rely on training on-the-job for improved performance. If so, the staffing^{ol} Missions is likely to become an even more complex task since there must be the right mix of experienced staff and staff requiring close supervision and additional training.

30. It is clear that it will require a major effort to achieve staff improvements. Success will to a large extent depend on the determination of the Agency's management to undertake the task and to maintain its support for the development and execution of an integrated plan of staff development and assignment.

IV. Conclusions

31. Interviews with about 30 Agency managers and key staff (list attached) held in the course of three weeks do not permit final and detailed conclusions on every aspect of AID's procurement system. On a number of fundamental features there is, however, broad agreement. In other cases, the cause of dissatisfaction with the "system" is a lack of familiarity with basic requirements of the procurement framework within which any public agency of necessity must operate. Finally, some points of friction can probably be eliminated by relatively simple administrative steps.

32. The following summary of major conclusions will serve as the basis for the recommendations in Section V, below.

1. Few comments have been made on the operation of HC Contracting, presumably because Washington is no longer involved, either directly or in a supervisory capacity. Whether it has its share of problems that might require attention cannot be judged without consultation with the field. The direct procurement system, with which organizational units in Washington are concerned, is criticized principally

because of delays which, as most observers agree, are primarily due to inadequate staffing in OP rather than to structural faults in the regulations. The "complexity" of procurement regulations, another point of criticism, of course results from the need to ensure uniformity of procedures throughout the U.S. Government, an objective than can be ~~exercised~~^{achieved} only by detailed instructions. Were AID to write its own procurement regulations, they would be more "complex" than is often thought, because AID, too, can ensure uniformity and consistency of procurement actions taken in dozens of locations around the world only by a detailed description of the process and the rules governing it. In sum, the process and the regulations, while they no doubt could be improved in some respects, are not a major stumbling block.

2. The principal problem with procurement rather is, firstly, the lack of an adequate number of experienced Contracting Officers in Washington (and possibly in the field). Secondly, there may be a lack of experienced Project Officers in the field. This can be inferred from many observations made during the interviews but, at this stage, cannot be documented. The question should, however, be pursued because of the importance of Project

Officers for the successful implementation of AID's projects.

3. A number of minor problems, mostly relating to the delay in processing requests for contracting actions, may be alleviated by improving communications between the contract office and its clients, and the stream lining of the process in ~~their~~ the Bureaus.
4. An opportunity to develop an AID procurement system apart from the Government system may already exist. Another opportunity may be created by pending legislation. It would therefore be advisable for AID to prepare itself for the demanding task of thinking through and drafting its own regulations. ~~The~~ results of that effort would affect AID's operations for many years.
5. No suggestions have been made in the interviews on possible economies that could be effected by changes in regulations, procedures or staffing. Two suggestions for regulatory changes that may have economic benefits, are, however, included in the recommendations.

V. Recommendations

33. The recommendations for further work on procurement issues that have been mentioned in Sections II and III are summarized below, roughly in the order of their importance.

1. Consultation with the Missions. In the absence of sufficient information in Washington on field operations and problems, it appears imperative to obtain field views on a number of questions. To ensure completeness and comparability, the best method would be the formulation of a questionnaire to be answered by Mission Directors after consultation with their staff. Some of the questions might also be asked separately of field Contracting Officers. To emphasize the importance of the subject to AID's management, it would be desirable that the Administrator sign the accompanying message to the field. (Refer to paragraphs 9, 26 and 29.)

2. Project Officers - Assessment and Training

(a) As suggested in paragraph 29, a systematic review of Project Papers should be considered to assess the quality of project implementation planning. A task force should be constituted

for this purpose, including representatives of
the Regional Bureaus, ^{S r T,} OP and FM.
^

(b) Subsequently, on the basis of the above assessment and complementary information obtained from the field (see 1 above), a group should be constituted to determine the need for additional training of Project Officers and the form it should take, taken into account existing courses. The Regional Bureaus, PM, FM and SER should be represented.

3. OP should consider the establishment of the position of "ombudsman" (under that or another suitable title) to whom other organizational units could submit questions, conflicts and problems relating to contracting which cannot be resolved by the parties directly involved. The ombudsman would also be charged with an assessment of the needs of other units for guidance on procedures and practices. (See paragraphs 17 on Buy-ins and 18 on IQCs.)

4. Obligating Document. In an effort to alleviate the problems created by the traditional "fourth quarter crunch", AID should consider the possibilities of creating an obligating document other than a signed contract (and a loan or grant agreement for

bilateral obligations). PPC, ^{S&T,} the Regional Bureaus, FM and GC should be represented. (See paragraph 16).

5. New Procurement Regulation.

(a) The Agency should promptly decide whether it has authority to adopt its own regulations and, if so, whether it wishes to use such authority. OP and GC to participate in review. (See paragraph 23).

(b) If conclusion under (a) is negative, AID should begin planning for the development of new regulation under new legislative authority, if and when enacted. In that context, it should, inter alia, consider the issues described in paragraph 24 (8A contracts, effect of protests, bid evaluations and selection of A/E firms) all of which offer opportunity to save time and money in project implementation. A group headed by GC should undertake this task.

6. Scope-of-Work. Methods for improving the preparation of preparing scopes for contracts should be investigated. OP, the Regional Bureaus, S&T and PPC should collaborate. (See paragraph 15).

7. Procurement Agents. The adequacy of current guidance on the selection of procurement agents by host countries should be reviewed and, if found useful, supplementary guidance issued. OP, the Regional Bureaus, FM and GC should be involved. (See paragraph 20).

8. Voucher Review. OP should review the results obtained from reviewing vouchers, both in financial terms and, to the extent possible, as a deterrent, and decide whether the operation should be continued. OP and GC to be involved. (See paragraph 21).

9. Direct Procurement of Construction Services. To avoid decisions made in the field on the use of direct procurement of construction services, OP should inform (or repeat previous advice to) the Missions that AID is normally not in a position to handle such contracts. (See paragraph 22).

10. Information on Procurement in the field.
The needs for information on procurement in the field should be assessed and the means to meet such needs be determined. (See paragraph 8). This task should be referred to the existing task force on IRM.

CONTRACTING ACTIONS - FY 1988

TYPE OF ACTION	AID/W				MISSION			
	NEW		AMENDMENT		NEW		AMENDMENT	
	NUMBER	AMOUNT (000's)	NUMBER	AMOUNT (000's)	NUMBER	AMOUNT (000's)	NUMBER	AMOUNT (000's)
Cooperative Agreements	27	18,242	162	183,822	50	44,865	42	30,275
Grants	22	69,042	349	142,571	309	48,805	95	14,504
Contracts	90	45,716	477	140,787	477	185,787	111	149,568
IQC	414	22,975	164	1,182	110	3,348	57	49
Purchase Order	357	2,784	50	86	914	3,556	133	(44)
PSC	8	412	15	705	586	13,974	971	11,168
PASA	156	36,900	10	3,771	-	-	-	-
RSSA	61	14,190	283	63,401	-	-	-	-
Buy-In	37	16,451	16	22,213	-	-	-	-
Other	41	50	42	28	-	-	-	-
Totals	1,213	226,762	1,568	558,566	2,446	300,331	1,409	205,520

CONTRACT ACTIONS	NUMBERS	PERCENT	AMOUNTS	PERCENT
AID/W	278	42	785,328	61
MISSIONS	3,855	58	505,851	39
Totals	6,636	100	1,291,179	100

List of Interviews

A/AID	A. R. Love
PPC	G. Laudato
PPC/WID	K. Davies
S & T	B. Langmaid
	G. Chiavaroli
M/SER	J. F. Owens
	J. Murphy
	K. O'Hara
	E. Cordaro
	J. Lewis
M/SER/OP	T. J. McMahon
	B. Knauf
	K. Cunningham
	J. Frame
	C. Eldrige
	J. Warner
	S. Kinsley
PM	L. Bond
	M. U. Huntington
FM	E. S. Owens
	R. Bonnafon
AFR	W. Bollinger
ANE	R. Venezia
	T. Rishol
	B. Turner
LAC	T. Brown
GC	J. Mullen
	K. Fries
	G. Bisson
	H. Morris
IG	J. Eckman
	R. S. Perkins