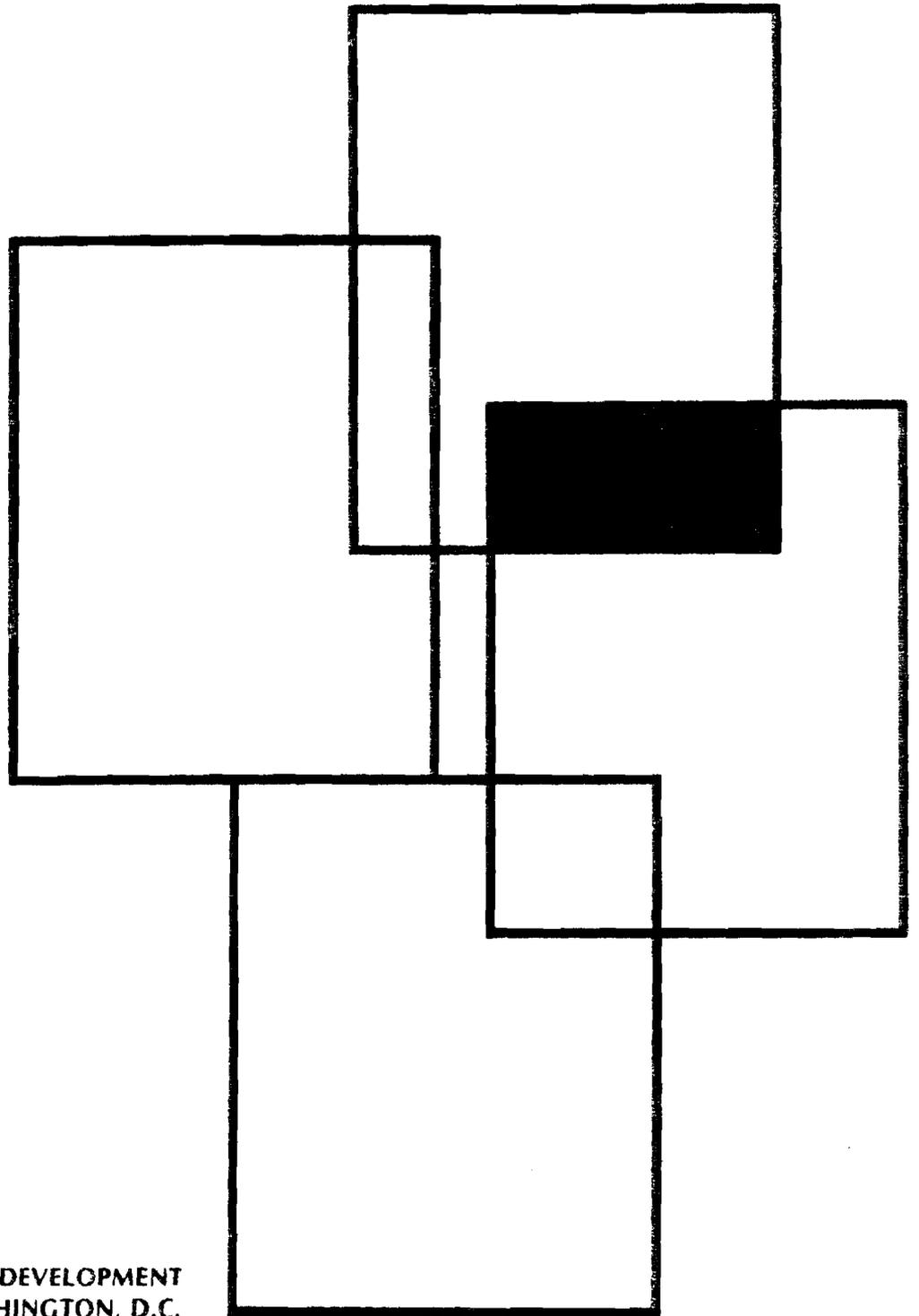


# Use of Federal Agencies



AGENCY for INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C.

AGENCY FOR INTERNATIONAL DEVELOPMENT

HANDBOOK TRANSMITTAL MEMORANDUM	DATE June 26, 1991	TRANS. MEMO NO. 12:33
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MATERIAL TRANSMITTED:

CORRECTION TO TRANSMITTAL MEMO ONLY!

Handbook 12 - Use of Federal Agencies

TM 12:33 is amended to specify the primary revisions that are incorporated in the latest reissuance of HB 12.

Chapter 1, has been substantially revised to expand the guidance on the various policies and procedures on the appropriate use of other Federal agencies, particularly 1) the criteria for contracting to nongovernmental organizations under PASA's and RSSA's, 2) the restrictions on PASA/RSSA employee's duties, and 3) the approval levels for PASA/RSSA documentation.

SUPERSEDES:

Handbook in its entirety (TM 12:28, 12:29, 12:30, 12:31, 12:32)

FILING INSTRUCTIONS:

1. Remove superseded material as indicated under SUPERSEDES.
2. File the attached in their appropriate places.
3. Initial the Transmittal Memorandum Checksheet (in the back of the Handbook binder) beside TM 12:33.

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KEEP THIS TRANSMITTAL MEMORANDUM, which has an up-to-date Checklist for this Handbook on the back. File this TM 12:33 in the front of the handbook binder; discard TM sheet 12:32.

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Address questions about this Handbook to MS/PPE, (703) 875-1534.

For additional copies of this Transmittal contact MS/AS/ISS.

CHECKLIST FOR HANDBOOK 12  
USE OF FEDERAL AGENCIES

AUTHOR OFFICE: MS/PPE

DATE

6-25-91

MATERIAL TRANSMITTED

Reissuance of Handbook in its entirety

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12:33



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HANDBOOK 12  
USE OF FEDERAL AGENCIES

1A. Introduction

There are a variety of implementation instruments available to carry out AID's program responsibilities under the Foreign Assistance Act of 1961, as amended (FAA). When direct-hire staff are not available, AID looks to other sources for carrying out its programs. Host country contracts are utilized when AID desires the active participation of the recipient country in carrying out the project purpose. When AID desires to be more directly involved in the implementation relationship, AID direct contracts, grants, and cooperative agreements are available. When the services desired are effectively available only from another Federal agency, that is, that agency has a clear and demonstrable suitability over private sources and an excess capacity to perform the desired services, an interagency agreement may be negotiated under a Participating Agency Service Agreement (PASA) or a Resources Support Services Agreement (RSSA). A Federal agency performing under a PASA or RSSA is referred to as a Participating Agency (PA).

1. Purpose

This Handbook outlines the policy and procedures governing use of other Federal Agencies by AID.

2. Statutory and Regulatory Authorities

The use of PA's to implement the Foreign Assistance program is governed by various provisions of the Foreign Assistance Act of 1961, as amended (the "FAA"); the Economy Act, as implemented by the Federal Acquisition Regulation (the "FAR"); and/or Office of Management and Budget (OMB) Circular A-76.

a. FAA Provisions:

(1) FAA Section 621(a). In providing TECHNICAL ASSISTANCE under the FAA, Section 621(a) authorizes AID to utilize the resources of other Federal agencies, particularly in the fields of education, health, housing or agriculture, when these resources: (1) are particularly or uniquely suitable for such technical assistance, (2) are not competitive with private enterprise, and (3) can be made available

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without undue interference with domestic programs. Section 621(a) also provides that in procuring technical assistance under the Act, contracts with private enterprise shall be used to the fullest extent practicable.

(2) FAA Section 632(a). This section authorizes the allocation or transfer to any Federal agency of funds appropriated under the FAA for the procurement of commodities or services by the receiving agency. A statutory provision or a Presidential determination is required to use this authority. Appropriated funds so transferred are available for obligation or expenditure in accordance with FAA authorities or under authority governing the activities of the receiving agency: a Section 632(a) appropriations transfer agreement is thus not an obligating mechanism. This authority is not further considered in this handbook, but information on its use is available from FM/FC.

(3) FAA Section 632(b). Under this authority, agencies implementing the FAA may utilize the services and facilities of, or procure commodities, education or training from, any Federal agency with the agreement of that agency. Interagency agreements issued under this authority are obligating documents. Section 632(b) is AID's basic authority to issue PASA's and RSSA's.

(4) FAA Section 635(b). This section among other things authorizes AID to make and perform agreements with any Federal agency in furtherance of the purposes and within the limitations of the FAA. This is basically a repetition of FAA Section 632(b) authority.

b. The Economy Act

The Economy Act is set forth in 31 U.S.C. 1535. Subsection (a) of this Act provides:

"The head of any agency may place an order with another agency for goods or services if--

- (1) amounts are available;
- (2) the head of the other agency . . . decides the order is in the best interest of the United States Government;
- (3) the agency . . . to fill the order is able to provide the ordered goods or services; and
- (4) the head of the agency decides that the ordered goods or services cannot be provided as conveniently or as cheaply by a commercial enterprise."

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The Economy Act is implemented in FAR Subpart 17.5 which prescribes certain ordering and payment procedures. Funds obligated by AID in Economy Act agreements are automatically deobligated if not subobligated by the receiving agency within the original period of availability of the appropriations involved.

c. OMB Circular A-76.

A-76 provides procedures for determining whether a product or service which could be obtained from a private commercial source shall be obtained by contract from such source or "in-house," using Government facilities and personnel. By its terms (Section 7(a)), A-76 applies UNLESS OTHERWISE PROVIDED BY LAW. With respect to technical assistance under FAA section 621(a), AID takes the position that this section operates as a statutory exception to A-76, when the three conditions in 621(a) allowing AID to use other Federal agency resources for technical assistance are met. (See 1B3b.)

3. General Agreements

a. General Agreements have been executed with those Federal agencies most often called upon for assistance. The principal agencies are the Departments of Agriculture (USDA), Commerce, Health and Human Services (HHS), Interior, and Labor, and the General Services Administration (GSA). They are called participating agencies (PA's) because they participate under the terms of a General Agreement in an AID economic assistance program. General Agreements are negotiated by the Office of Procurement (MS/OP) in consultation with other elements of AID. General Agreements establish policy for working relationships with other agencies for the provision of services, but do not in themselves provide such services, which are provided by implementing PASA's and RSSA's.

b. In general, all agreements follow the regulations set forth in this Handbook. However, if there is a variance between a General Agreement and AID regulations, the former will prevail (except where the terms of the Agreement have been superseded by a statutory provision or an Office of Management and Budget requirement, or failure to follow AID regulations would work an inequity on a PA employee).

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#### 4. Nature of PASA/RSSA Agreement

a. A RSSA/PASA executed with another Federal agency is not contract with prescribed rights and judicially enforceable obligations between two independent parties. The Federal government simply cannot contract with itself. Thus, contracts issued under a PASA or RSSA are not "subcontracts" but rather are prime contracts of the PA. There are other significant distinctions to be made as discussed in paragraphs b. through d. below.

b. There are no established management procedures or arbitration mechanisms to require enforcement or to resolve disputes between Federal agencies. Consequently, matters of dispute require adaptation of contractual cost and legal principles, where appropriate. In the event that agreement can not be reached among the parties, recourse is to a dispute resolution authority that may be specified in the agreement, higher Executive Branch authority, or a mutually agreed upon termination of the agreement.

c. The individual committing the PA is not required to have contracting authority to enter into an interagency agreement, as the agreement is not contract under the FAR. When issued under the authority of FAA section 632(b), however, it is a valid obligation of AID appropriations. AID therefore must satisfy itself that the individual executing the agreement on behalf of the PA does in fact have authority to commit the PA to fulfill its obligations under the agreement.

d. AID cannot enter into an obligating interagency agreement in violation of the Anti-Deficiency Act (31 U.S.C.1341). However, statutory provisions such as Cost Accounting Standards, the Contract Disputes Act, and the procedures set forth in the Limitation of Costs and Limitation of Funds provisions used in Federal contracts do not apply between AID and the PA.

#### 5. Other Handbook Guidance

- Handbook 9 - Food for Peace, Title II - provides guidelines for interacting with USDA to implement this program.
- Handbook 10 - Participant Training - provides general guidelines for training.
- Handbook 14 - Procurement Regulations - provides guidance for PASA's/RSSA's involving the FS-1 ceiling on compensation.

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- Handbook 20 - Office Services - provides guidelines for obtaining GSA assistance in procurement of program equipment and commodities and the use of GSA for administrative support, i.e., purchase of automobiles, general supplies, and guard services.
- Handbook 23 - Overseas Support - provides guidelines on when to procure motor vehicles through GSA that are to be titled in the U.S.
- Handbook 25 - Employment and Promotion - provides guidelines on reimbursable or non-reimbursable detailed persons from another Federal agency to occupy positions in AID/Washington. This type of employment is handled by the Office of Human Resources Development and Management. Copies of all correspondence are to be furnished to the Office of Procurement.
- Handbook 26 - Position Classification and Allowances - provides information on classification, salary scales, and allowances.
- Section 607 of FAA - provides for recipient country self-financed utilization of U.S. Federal agencies.

6. Governing Principles for PASA's/RSSA's

a. When to Select PA's - AID looks to other PA's for technical assistance in their fields of competence only in cases where AID direct-hire staff are not available, and the PA has unique or particularly suited resources to carry out the technical assistance and can do so without unduly interfering with its domestic program. The PA personnel utilized remain on their parent-agency's employment rolls and position ceilings. When overseas, they are subject to AID regulations and entitled, to the extent regulations permit, to the same support and privileges as AID direct-hire staff.

b. Reimbursed Technical Assistance - Any technical assistance for which a PA is to be reimbursed must be authorized by a signed agreement on PASA Form AID 2-2 or RSSA Form AID 240-2, regardless of whether it is for the long-term service of a team or short-term for an individual.

c. Authority to Execute PASA's/RSSA's - Contracting officers, hereinafter referred to as agreement officers, have the authority to execute a PASA or RSSA that is within the monetary limitations of their warrants.

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d. Responsibility for Project Performance - The PA assumes technical responsibility for project performance, including staffing, supervising, backstopping, and reporting, subject to general guidance from AID.

e. PA Personnel - PASA or RSSA personnel working for AID in the United States operate in accordance with the rules and regulations of their parent agency unless otherwise required by AID legislation or regulations.

f. Responsibility for Administrative Arrangements - The PASA or RSSA employee's own agency is responsible for making the administrative arrangements required before the employee undertakes an overseas assignment. It is also responsible for seeing that all predeparture clearances (i.e., health (including medical waivers), security, language, and so forth) are complied with. MS/OP will assist PA's with such arrangements, as required.

g. Overseas Allowances - Unless otherwise specifically provided for in a PASA or RSSA, all allowances, except post differential, are paid by AID.

h. Official Communications with the field on technical matters are the responsibility of the AID project officer who will obtain appropriate clearances and authorize transmission. Messages pertaining to staffing and budgetary matters should be cleared with MS/OP and the project office prior to transmission.

1B. Securing Technical Services from PA's

1. Liaison Functions and Responsibilities

a. Contracting Office

Except as indicated below, responsibility for overall liaison and coordination with a PA is vested in the AID contracting officer, in MS/OP or the Mission Contracting Office, who is assigned to a project office's procurement requirements. The contracting officer, hereafter known as agreement officer in connection with agreements with other Federal agencies, will negotiate, issue, and administer all PASA's and RSSA's resulting from the requirements that are generated by that project office, except where the organizations involved mutually agree to transfer the preaward processes from the mission to AID/W or the postaward administration from AID/W to the mission to facilitate the management of the PASA/RSSA process.

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b. AID Bureaus and Missions

(1) Assistant Administrators and Mission Directors

All requests for RSSA/PASA services must be made on Form AID 1350-1, Project Implementation Order/Technical Services (PIO/T), signed by the cognizant Assistant Administrator or his/her delegate under AID Delegation of Authority 402, or the Mission Director or his/her delegate under relevant Bureau redelegations of authority. With respect to PIO/T's for technical assistance, the determination that the requirements of FAA section 621(a) have been met and the accompanying rationale establishing that a PA has unique suitability to perform the technical assistance (the 621(a) Justification and Determination) must be signed by the cognizant Assistant Administrator or his/her Deputy, or Mission Director or his/her Deputy. (Instructions for completion of the PIO/T form are contained in AID Handbook 3, Supp. A, App. C, Att. B.)

(2) Project Officers

(a) Technical Responsibility - The project officer develops the rationale for utilizing other government agencies and prepares and sends the necessary PIO/T to MS/OP or the Mission Contracting Office for negotiation, preparation and issuance of PASA's, RSSA's, or amendments thereto. The project officer is the liaison officer on all technical matters with the PA, has continuing responsibility for monitoring the effectiveness of services being provided, and must keep MS/OP or the Mission Contracting Office advised of any problems or need for changes.

(b) Review of Billings - Project officers are responsible for the review and administrative approval of PA billings for work performed under RSSA's/PASA's. The project officer is in the best position to know or to find out if the services have been performed pursuant to the terms of the agreement. The project officer's administrative approval of the billing signifies that he/she is satisfied that the services billed have in fact been performed and that to the best of his/her knowledge, such services are in accordance with the agreement. If it is determined to be correct, the project officer approves the bill by signing and dating the statement and completing the checklist which are prescribed in AID Handbook 19, Chap. 3H2, and returning them to the paying office. If the project officer has reason to question the billing, he/she should indicate in a memorandum to the paying office (copy to MS/OP or the Mission Contracting Office) the

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cost(s) questioned and the basis for questioning these cost(s). The project officer should either furnish the administrative approval to the paying office or advise it of his/her reservations within five business days of receiving the billing.

(3) Bureau Management Unit - Each Bureau shall identify a management unit that will report monthly on the number, kind, and location of RSSA personnel being utilized in AID space and the duration and type of services being performed. A copy shall be furnished to IG/SEC, MS/AS, and MS/OP. In addition, Bureaus are required to project planned levels of utilization as part of the annual budget submission.

c. Paying Office

The paying office will receive billings, forward them to the project officer for administrative approval, and process payments in accordance with AID Handbook 19, Chap. 3. If the project officer questions an item of billing, the paying office will analyze the billing and preliminarily ascertain the merit of the project officer's contention. Upon finding the contention to be material and proper, the paying office will convey the contention concerning the billing to the PA, but it is not to negotiate the questioned item(s) with the PA. If the PA disputes the contention on the questioned cost(s), the paying office will refer the issue to the AID agreement officer in MS/OP or the Mission Contracting Office for resolution. If the PA accepts AID's contention on the questioned cost(s), adjustment(s) in payment will be made.

d. Office of International Training (OIT)

OIT has overall responsibility for participant training, and must clear all PIO/T's that include an element for participant training before they are submitted to MS/OP or the Mission Contracting Office for processing. OIT sets the general guidelines for all participant training, including that performed for AID by PA's.

OIT has responsibility for projecting and assigning the AID participant arrival workload for the next fiscal year. Therefore, the following clause will be included in all agreements involving elements of participant training:

"All participant training required in conjunction with this agreement will be implemented through Mission-generated and funded PIO/P's in accordance with policies, allowances, guidance, and reporting requirements stated in AID Handbook 10."

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e. Office of Information Resources Management (MS/IRM)

All PASA's or RSSA's that provide for the purchase or rental of computer or office automation equipment, software, or services valued at more than \$100,000 require clearance by MS/IRM prior to submitting the PIO/T to MS/OP or the Mission Contracting Office.

f. Office of Administrative Services (MS/AS)/Mission Executive Officer

All PASA's or RSSA's that provide for AID/W to furnish facilities, working space, or other logistic support in kind require clearance by MS/AS prior to submitting the PIO/T to MS/OP or the Mission Contracting Office. Comparable support by Missions requires clearance by the Mission executive officer.

2. Source of Funding/Restricted Personnel Functions

a. It is AID policy to seek to restrict all PASA's and RSSA's to program funding to the maximum extent possible, that is, to restrict PASA's and RSSA's to those which contribute directly to economic development and are specifically related to identified projects, rather than assisting AID to manage the foreign assistance program. (The Agency's primary guidance on program and operating expense funds appears in Handbook 19, Chapter 11). On an exceptional basis, the Assistant to the Administrator for Management Services or his designee may approve the OE funding of PASA's and RSSA's for general AID management and support services.

b. However funded, RSSA and PASA personnel normally have U.S. Government employment status at their PA's. As U.S. Government direct-hire employees, they may be authorized by AID to perform functions similar to those performed by AID USDH's, such as:

- Officially representing AID at project-related functions,
- Approving AID project-related documents
- Supervising AID project-funded employees (AID employees involved in global climate change and related environmental matters; project-funded PSC's)

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Administratively approving vouchers directly related to their project (other than those of its own PA), and

Preparing project-related AID funding or budget documents.

3. Determination of When it is Proper to Use PA's Rather than Private Enterprise

a. OMB Circular A-76

OMB Circular A-76, "Policies for Acquiring Commercial or Industrial Products and Services Needed by the Government", precludes the use of services or products of one Federal agency by another unless any one of three circumstances occurs:

- There is no satisfactory source available from the private sector,
- There is a formal program established for managing excess capacity, such as the ADP sharing program managed by GSA, and the excess capacity to be used has been reported as excess under such a program, or
- It is determined by a cost comparison analysis that it is more economical to obtain the services or products from another agency than from a private source.

The Circular further states that it is not intended that Federal agencies create or expand capacity for the purpose of providing commercially available products or services to other Federal agencies.

b. FAA Section 621(a)

(1) Section 621(a) of the FAA authorizes AID in providing technical assistance under the Act to utilize the resources of other Federal agencies, particularly in the fields of education, health, housing or agriculture, when these resources: (1) are particularly or uniquely suitable for such technical assistance, (2) are not competitive with private enterprise, and (3) can be made available without undue interference with domestic programs. Section 621(a) also provides that in procuring technical assistance under the Act, contracts with private enterprise shall be used to the fullest extent practicable. As noted in Section 1A2c above, AID takes the position Section 621(a) operates as a statutory exception to OMB Circular A-76 above, when the three conditions in 621(a) that allow it to use other Federal agency resources for technical assistance are met.

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(2) The Section 621(a) exception has at least three implications:

- The services desired from the other Federal agency must be for technical assistance. ("Technical assistance" includes both the actual on-site provision of assistance to developing countries and the various support services and activities which directly facilitate such assistance activities, whether performed overseas or in the U.S.);
- The other Federal agency must be uniquely or particularly suited to carry out the technical assistance activity (i.e., be in a better position than AID, the private sector, or another Federal agency to fulfill the requirement); and
- The furnishing of services or commodities to AID must not unduly interfere with the Federal agency's domestic program.

(a) Unique suitability requires that no other source be capable of providing the technical assistance. The requirement of unique suitability is not satisfied by a determination that the PA has more experience than anyone else or even that traditionally, the PA has been the only source of this type of technical assistance. Unique suitability is a very difficult standard to meet. It requires an absence of expertise in the entire field outside the proposed PA. It is not satisfied simply because no other entity has approached the problem in exactly the same way. "Field" should be interpreted broadly. For instance, the field should be "remote sensing" and not "remote sensing in northeastern Morocco", absent a detailed explanation of why remote sensing in northeastern Morocco is significantly different from expertise in remote sensing in northwestern Algeria so that the latter is unacceptable.

Examples of Unique Suitability:

The Department of Agriculture might be considered uniquely suitable for:

- Developing regulations and policy governing importation and storage of plant germ plasm, or
- Establishing and regulating plant and livestock quarantine activities.

The Department of Health and Human Services, Center for Disease Control (CDC) might be considered uniquely suitable for emergency assistance such as:

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1B3b(2)(a)

- Tracking down the source of disease, or food and drug poisonings through its Epidemic Intelligence Service, or
- Assisting with large scale immunization programs, or
- Developing extensive malaria treatment programs.

(b) Particular suitability requires demonstrable expertise of an exceptional nature. Particular suitability requires more than a finding that the proposed PA would win the contract for technical assistance were that contract to be put up for a competitive bid. The proposed PA must have a clear and substantial superiority to other sources, both private and public. The preponderance of resources available for application to the target project must be much broader in scope and be demonstrably more readily available from the PA than from other sources; or the type of service requested could be such that it involves the development of a governmental regulatory function that can best be performed by the Federal agency charged with performance of the same regulatory function within the U.S. Government.

Examples of Particular Suitability:

The Department of Agriculture might be considered particularly suitable to provide services in following fields:

- soil conservation
- tropical forestry
- photogrammetric data analysis in support of crops, inventories, crop yields and crop substitution programs
- agriculture extension
- agriculture marketing

The Bureau of Reclamation might be considered particularly suitable to provide services in the following fields:

- watershed management
- large dam construction or rehabilitation
- river basin development

The Department of Transportation might be considered particularly suitable to provide services in the following fields:

- advice on oil-spill clean-up rehabilitation
- standards pertaining to flight control and airport landing systems

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(c) Excess capacity. The PA's must be capable of carrying out the assistance without unduly interfering with their domestic programs. This would demonstrate that the PA has excess capacity that can be provided to AID for purposes of foreign assistance.

(d) Application of OMB Circular A-76 to PA's. It should be noted that the Section 621(a) exemption from OMB Circular A-76 applies only to AID and is not extended to other Federal agencies. Thus, another Federal agency's ability to respond to our request for services through a PASA or RSSA may be constrained by that agency's own limitations under OMB Circular A-76. In this context, any contract signed by the other Federal agency in carrying out a PASA or RSSA agreement would be subject to the provisions of A-76 and its own internal procedures for complying with OMB Circular A-76 requirements.

c. Requirements for the Implementation of PASA/RSSA Services

All requests for PA services under PASA's and RSSA's must be made by PIO/T and sent to MS/OP or the Mission Contracting Office for implementation. Each PIO/T and amendment must be signed by the cognizant Assistant Administrator or his delegate under AID Delegation of Authority No. 402, or the Mission Director or his delegate under relevant Bureau redelegations of authority. Included as an attachment to the PIO/T's for technical assistance activities to be implemented by PASA/RSSA's, shall be the required 621(a) Justification and Determination signed by the cognizant Assistant Administrator or his/her Deputy, or the Mission Director or his/her Deputy, indicating the rationale used to determine the unique or particular suitability of the proposed PA to provide the technical assistance being requested, listing the factors that have led to the conclusion that the requirements of Section 621(a) of the FAA have been met. The following summary statement will also be included and signed by the bureau or mission official identified above.

"The proposed agreement is exempt from the provisions of OMB Circular A-76 because (1) it is for the provision of technical assistance, and (2) the facilities and resources of the other Federal agency are particularly or uniquely suitable for the technical assistance to be provided, (3) the services can be made available without interfering unduly with domestic programs (i.e. the PA has excess capacity), and (4) the services are not competitive with private enterprise."

In the absence of this statement, OMB Circular A-76 procedures will be applied (Section 1B3a).

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1B3c

With respect to PIO/T amendments, whether or not increasing the scope of work of the PASA/RSSA, 621(a) Justification and Determination need not be reissued if the amendment is accompanied by a certification from the cognizant technical office that the circumstances upon which the existing Justification and Determination were based remain unchanged.

Although it may possible in some areas for an Assistant Administrator to make a class determination that in a given country certain Federal agencies are particularly or uniquely suited to provide specific technical assistance, in most instances, a case-by-case determination for a specific procurement transaction by an AA or a Mission Director simply cannot be avoided. It is the price one must pay to utilize the Section 621(a) authority. And it should be noted that AID agreement officers do not develop or approve these determinations. That is the function of the AID/W Bureau and AA or the Mission and Mission Director, respectively.

#### 4. Contracting under PASA's and RSSA's

a. This area includes issuance of purchase orders, grants, cooperative agreements, Intergovernmental Personnel Act assignments, and the employment of experts and consultants under authority of 5 U.S.C. 3109 by PA's under PASA's and RSSA's, but it is primarily concerned with prime contracts issued under a PASA or RSSA by a PA (sometimes identified as "subcontracting")

b. Normally, it is expected that the PA itself will provide most if not all required technical assistance from its own in-house staff in order for the determination to be made and to be justified that the PA has unique or particular suitability to perform the PASA or RSSA. However, substantial levels of contracting out, in and of itself may not be inappropriate under a given RSSA or PASA situation. For example, in a PASA for an overseas construction activity with the Corps of Engineers, most of the construction activities would be contracted out by the Corps, other than for in-house construction management services. In this example, AID simply lacks capability for direct contracting for construction services and part of the PA's unique suitability is its recognized ability to contract out this type of work while maintaining construction management control. In general, AID should be funding only permanent employees of the PA or pre-existing contracting-out arrangements in place to support the PA's regular functions. Whenever contracting under a PASA or RSSA is proposed, AID should first consider whether it should contract directly for the services proposed to be contracted by the PA. This would give AID direct control over the acquisition and would avoid paying overhead to the PA on the costs of performing the contract.

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c. As noted above, contracts awarded under and in support of a PASA/RSSA effort may be appropriate in certain circumstances. It may be the PA's capability in contracting in a specialized field that is being obtained from the PA to compensate for the lack of AID's contracting expertise in this area. (The Corps of Engineers example cited above, or the use of OIH for contracting for consulting services in the public health field.) Also, the adoption of a PASA's domestic capabilities to applications in Less Developed Countries may require the acquisition by contract by the PA of support or ancillary services not otherwise available to it. This contracted effort should be a marginal, not a significant factor.

d. Each contracting action by a PA, specifically in support of a PASA/RSSA effort, must be individually authorized in advance in writing by MS/OP or the Mission Contracting Office, either in the PASA/RSSA or in a supplement document. Accordingly, PA's should be requested to clearly indicate the extent of anticipated contracting in its budget submissions to AID. When preparing the PIO/T for MS/OP or the Mission Contracting Office to negotiate a PASA or RSSA, the project officer should examine closely the propriety of the PA's contracting-out plan, bearing in mind that AID is required to pay the PA overhead on all costs incurred, including contracting-out effort, and he/she should justify to MS/OP or the Mission Contracting Office any line item for contracting or consulting services. This justification must be attached to the PIO/T when it is forwarded for processing. If a PA proposes to make a "grant" under a PASA/RSSA to another Federal agency, the cognizant AID agreement officer must be satisfied that the PASA/RSSA agency has the authority to make grants to another Federal agency and that the recipient Federal agency has authority to receive them.

e. A PA contracting under a PASA/RSSA legally must follow its own procurement procedures, particularly the Federal Acquisition Regulation (FAR). It can not use the vehicle of a PASA/RSSA to avoid FAR restrictions, such as the Competition in Contracting Act implementation or small and minority business set-aside rules. Certain AID regulations are required to be followed by the PA, such as AID approval of salaries in excess of the FS-1 level, and the AIDAR provisions with respect to source, origin, nationality and commodity eligibility. Any such AID-specific regulations which AID requires a PA to follow must be identified in the PASA/RSSA.

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f. AID employees should not propose the names of individuals, firms, or institutions to employees of another agency for contracting under PASA's or RSSA's. However, this restriction does not extend to discussions between AID employees and PA employees when the individuals, firms, or institutions have been initially located and identified by the PA.

g. For consistency among AID-funded contractors, PA's must obtain advance approval from MS/OP or the Mission Contracting Office to authorize personal compensation in excess of the FS-1 level, for other than grants or cooperative agreements. This requirement extends to the personal compensation elements of negotiated fixed-price or lump-sum contracts, when personal compensation elements are specifically identified in the proposal, and when they are specifically discussed in negotiating the contract amount. The procedures in AIDAR, Handbook 14, Appendix G, are made applicable to this approval.

## 5. PA Agreements

### a. General Statement

The three types of agreements used by AID with PA's are:

- Participating Agency Service Agreements (PASA's) - are agreements with other Federal agencies for specific services or support tied to a specific project goal to be performed within a definite time frame.
- Resource Support Services Agreements (RSSA's) - are agreements with another Federal agency funded from AID/W allotments to obtain continuing general support assistance that have a broad objective but no specific readily measurable tasks to be accomplished within a set time period.
- Economy Act Orders - are requisitions of goods or services placed by one Federal Agency with another, when the head of the requesting agency or his designee determines that it in the best interest of the Government to place such order, the serving agency is able to provide or acquire the goods or services ordered, and the head of the requesting agency or his designee determines that the goods or services cannot be provided as conveniently or cheaply by contract with a commercial enterprise.

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The following requirements apply to PASA's and RSSA's.

(1) Requesting PA Services

All requests for PA services, including TDY, must be submitted on PIO/T forms signed by the Assistant Administrator/delegate or Mission Director/delegate and submitted to MS/OP or the Mission Contracting Office with the Section 621(a) justification required for the selection of PA's. (See para. 1B3c)

(2) Forward Funding

Projects conducted through a PASA or RSSA may be forward-funded when the project objectives establish a need for an advance commitment of funds to ensure proper planning and implementation.

b. PASA's (Form AID 2-2)

PASA's are usually project-specific and are normally for services performed outside the United States. However, PASA's may be used to carry out specific projects of AID/W offices such as the S&T Bureau, when the assistance is tied to a specific Bureau, and to a specific project goal to be performed within a definite time frame. PASA's involving assigned personnel are normally authorized for one fiscal year and renewed each fiscal year thereafter for the life of the project. However, where forward funding is appropriate, the original issuance or amendment may be for a longer period.

(1) Both Long- and Short-Term Employees are Provided for Under PASA's

(a) Assigned PA Employees are long-term employees assigned overseas for a year or more, customarily 2 years, either to work with their technical counterparts in developing nations, usually in building or strengthening an institutional competence, or assigned to Mission staff. They are converted to a Foreign Service Compensation (FC) appointment and, except in special circumstances, are entitled to be accompanied by dependents and to take along a private vehicle and household effects. When under AID control, they are subject to the same rules and regulations and entitled to most of the privileges and support accorded AID direct-hire employees.

(b) Short-Term PA Employees are usually GS employees provided for under the PASA for specific short-term assignments.

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(2) AID/W Issuance on Behalf of Missions. Occasions arise where, because of time factors involved or better knowledge in Washington of the assistance required, it is preferable that AID/W prepare the PIO/T. In such cases, after receiving authorization and proper fiscal data from a Mission, the scope of the work is prepared in collaboration with the technical project monitor in Washington.

c. RSSA's (Form AID 240-2). RSSA's are used to obtain general professional support assistance on a continuing basis from another Federal agency. They normally involve performance in AID/W and are funded only by AID/W bureaus and offices. RSSA personnel may occasionally provide TDY assistance to Missions. Unlike a PASA, an RSSA has no specific, readily measurable goal to be accomplished within a set time period. An example of a RSSA is an agreement with an agency to handle participants, provide informational support, or furnish continuing technical advice for AID's nutrition program.

## 6. Planning and Evaluation

### a. Planning Process

When an AID office contemplates using one or more PA's to implement a project, it should bring the agencies into the planning process as soon as possible so that they may have an input into project formulation.

### b. Evaluation

PASA and RSSA services will be evaluated periodically, preferably annually or semi-annually, in accordance with AID's evaluation procedures appropriate for the service being performed.

## 7. Procedures for Issuance and Distribution of PASA's and RSSA's

### a. PASA's

#### (1) Description

(a) Face Sheet (Form AID 2-2) - breaks down into three principal parts: general information, statement of purpose, and governing provisions/signature.

1. The first part, general information, covers the category of PASA (assigned or TDY), where the assistance is to take place, duration of the PASA, whether it is forward-funded, and provides complete fiscal data (appropriation, allotment, and obligation number) along with an estimate of total costs.

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2. The Statement of Purpose in the case of a TDY can often completely describe the assistance to be furnished. In the case of a more complex PASA, it is used to summarize services to be performed. In short, it is intended to permit persons dealing with the PASA to obtain a general idea of what the PASA is intended to accomplish.

3. The third part, governing provisions and signature, identifies which General Agreement controls the PASA and the signatures of the authorizing officers and negotiating officers. For AID this will be the appropriate PASA officer in MS/OP or the Mission Contracting Office.

(b) Appendix A, Scope of Work, (Form AID 2-2C) - describes the details of the services to be performed, including the duties of the various employees, the objective or goal of their assistance, any supporting commodity requirements, to whom the employees will be responsible in the Mission, colleagues in the cooperating country institution to which assigned, who will provide support, details of such support, required language proficiency, and any reporting requirements. It should also indicate whether the technician is to be stationed at the Mission or with a cooperating country Ministry or other institution, the town or city where headquartered, and the frequency of in-country travel, if any.

(c) Appendix B, Budget Plan, (Form AID 2-2A) - This form is used by the PA to break down the costs proposed for the scope of services to be performed. PA's should be required to submit support documentation in sufficient detail to enable the agreement officer to analyze the costs. The purpose of such cost analysis is for the agreement officer to be able to make a finding that the costs are reasonable for the work being performed. Cost analysis shall pay particular attention to any proposed contracting-out costs. The PASA file shall show the detailed analysis and shall make a finding of reasonableness. Where PA overhead, leave factors, and other indirect costs are budgeted by the PA, if AID is not the cognizant agency, the agreement officer shall consider these factors as approved. The budget form becomes the budget in the PASA. This budget should reflect the total estimated cost for the life of the agreement regardless of whether it is being fully funded. This budget become the basis for financial report of expenditures and billings.

(d) Appendix C, Standard Provisions - The clauses listed in Appendix C (Attachment G - HB 12) shall be appropriately included in the terms and conditions of all PASA's.

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(2) Clearances

(a) For Field-Issued PIO/T's

The action copy of all field-issued PIO/T's must be sent to the appropriate regional bureau or program office; two copies must be sent at the same time to the action office (Mission Contracting Office or MS/OP, as designated by the project office). At its discretion, the action office may transmit a copy, minus budgetary information, to the PA that will perform the services. After proper internal clearance by the regional bureau or other appropriate office, the action copy is sent to the action office to prepare the appropriate PASA.

(b) For PIO/T's Issued in AID/W on Behalf of Missions

The cognizant project office will provide two advance copies of the PIO/T to MS/OP, followed by the action copy.

(c) PIO/T's Charged to AID/W Allotments

AID/W PIO/T's will be cleared by the cognizant office director and program office, and the Office of Financial Management. The cognizant Assistant Administrator/Deputy must sign all PIO/T's and submit them to MS/OP together with the signed justifications for PA selections, (See Section 1B3.)

(3) Signatures

When a PIO/T for PA services is received in MS/OP or the Mission Contracting Office, the agreement officer will negotiate and prepare the PASA for signature.

(4) Distribution

MS/OP or the Mission Contracting Office is responsible for distributing PASA's and RSSA's. Normal distribution is as follows:

Agency performing the services	-- 7 copies
Mission or Missions involved	-- 5 copies each
FM/CMP or Controller	-- 2 copies
Project Office	-- 2 copies
Desk	-- 1 copy

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b. RSSA's

(1) Description

(a) Face Sheet (Form AID 240-2) - includes a description of the services to be performed and the fiscal data and clearances.

(b) Appendix A, Budget Agreement (Form AID 240-2A) - covers line item budget (see para. 1B.7c above).

(c) Appendix B, Continuation Sheet (Form AID 240-2B) - provides space for additional information on the scope of work and other provisions that are essential elements of the agreement (see para. 1B.7b above).

(d) Appendix C, Standard Provisions - The clauses listed in Appendix C (Attachment G - HB 12) shall be appropriately included in the terms and conditions of all RSSA agreements.

(2) Clearances

The responsibility for clearances of RSSA's is similar to PASA's. There must be technical and program office approval to process the RSSA from the responsible Bureau.

(3) Signatures

The signature requirements for RSSA's are the same as for PASA's (see para. 1B.7a(3), above).

(4) Distribution

Distribution procedures are similar to that for PASA's (see para. 1B.7a(4), above).

c. Control/Identifier Numbers

For control purposes, all PASA's and RSSA's are assigned sequential numbers by MS/OP/PS/SUP or the Mission Contracting Office.

1C. Operating Principles Governing PA Personnel

1. Application of AID Regulations

PA personnel are treated the same as AID direct-hires when overseas. In the United States they normally follow the procedures

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established by their own Agencies. All questions concerning interpretation and application of regulations will be referred to MS/OP or the Mission Contracting Office, which will call upon other AID offices for advice and guidance, as needed. The operating principles set forth below apply only to service overseas unless otherwise indicated.

## 2. Personnel Policy

### a. General

(1) Responsibility for selecting qualified personnel to carry out duties for AID rests with the PA. Foreign assignments normally require prior notification to or approval by the cognizant Mission and country. Whether prior notification or actual advance approval is required before assignment will be determined by each Mission on a country-by-country basis.

(2) For any overseas assignment, the PA will insure that all nominees are properly cleared with the appropriate backstop officers in the sponsoring AID Bureau or Office.

(3) The PA may select and assign a technician after receiving Mission and country approval. No reimbursement will be made for any services for AID unless a person has a security clearance at the time the service was rendered.

(4) For domestic assignments, nominees for professional positions are to be cleared with MS/OP or the Mission Contracting Office, IG/SEC, and any other offices considered appropriate by the agreement officer.

### (5) Procedure for Determining the FC Grade Level of a Position

When requesting establishment of a PASA position, the Mission forwards to the PA, with a copy to MS/OP or the Mission Contracting Office, a description of duties, responsibilities, scope of work, and a suggested grade. The PA then classifies the position at the appropriate GS level and notifies MS/OP or the Mission Contracting Office. It then converts the GS grade to the Foreign Compensation Schedule (FC) by selecting the FC salary range that coincides with the range of the GS grade.

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b. Nominations

(1) Long-Term PASA (FC) Assignees

Personnel proposed for long-term FC assignment for a regular tour must be officially nominated to the Mission for approval. Nominations will be sent by the PA after clearance by the funding AID office and MS/OP or the Mission Contracting Office. As a minimum nominations will specify the employee's name, date of birth, family setup, education, and previous work experience.

(2) TDY Services

Formal nominations are not required for TDY assignments. Relevant facts regarding the TDY candidate are cabled to the Mission by the PA after clearance by the AID project officer and MS/OP or the Mission Contracting Office.

c. Initial (FC) Appointments (Setting Pay Rates)

All long term (FC) PASA personnel are paid under the FC pay schedule while serving overseas. When initially appointed (and if no promotion is involved) the employee will normally be classified at the FC grade nearest his/her former GS salary, plus 6%. If the PASA technician is being re-employed in the Foreign Service or is already in the Foreign Service with AID or another agency, he/she will be classified at the nearest FC equivalent to his/her current salary, provided, that in no case will the salary decline. In case of choice, the next higher rather than the next lower FC will be used. If the applicant is not already a Federal employee, salary will be based on the highest annual rate of earnings during the preceding 3 years, plus 6%. When computing earnings, supplemental earnings that enhance the value of the appointee to the agency, such as earnings from consultant or teaching activities, may be included as part of annual earnings. Earnings for the academic year based on monthly rates for full-time employment may be annualized. However, earnings not related to the occupation under consideration or received as a member of the military reserve, and income earned by family members cannot be credited toward salary determination. To the extent possible, the salary should be set at the lowest appropriate step for the grade, commensurate with experience.

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d. Promotions

(1) Types of Promotions for Long-Term FC Employees - there are two types of promotions: When the employee first enters on duty, and when he/she assumes greater responsibilities while overseas.

(a) The first type of promotion occurs when an employee is classified at a grade lower than that called for by the PASA-position; the second when an employee transfers to a position of greater responsibilities, or when duties are upgraded while the employee is overseas.

(b) For an initial promotion, the employee must first be eligible for promotion under the Whitten Amendment. If this criterion is met, the employee is then classified by his/her agency at the proper GS level. This is then converted to the nearest equivalent FC grade at the lowest step that represents an increase equivalent to two steps in his/her GS series.

(c) When a person is already occupying an FC position and is transferred to an established FC position of higher level, he or she can be automatically promoted by the PA upon assignment to the higher position.

(d) If the duties and responsibilities of the position to which the incumbent is assigned appear to have increased, the Mission should send a revised position description to MS/OP or the Mission Contracting Office, which, if approved, is sent to the PA for reclassification. In some instances the PA may take the initiative for reclassification of the duties to a higher level. In such cases, Mission approval is obtained before final action is taken. To be eligible for promotion, whether resulting from transfer or reclassification action, the PASA technician must have been in his/her FC grade at least one year.

(2) Domestic Promotions - promotions for PA employees in domestic assignments are done in accordance with the personnel policy of the PA.

e. Step Increase for FC Employees

(1) Waiting Period

To be entitled to a step increase to Steps 2 through 7, an employee must have 52 continuous calendar weeks in the prior step; the effective date is delayed by the amount of any leave without

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pay in excess of 2 work weeks during the waiting period. For a step increase to Steps 8 through 10, an employee must have 208 continuous calendar weeks in the prior step; the effective date is delayed by any leave without pay in excess of 8 work weeks during the waiting period.

(2) Eligibility Date

The employee's agency determines his/her eligibility date and obtains a certificate from the PASA technician's supervisor that he has met the standards required for efficient conduct of the work or service prior to completion of the waiting period. The PA sends the Mission where the employee is stationed and MS/OP copies of the SF 1126, Payroll Change Slip (or any other equivalent form), when action is completed.

f. Meritorious Increases

Meritorious increases for FC/PASA employees are recommended by the Mission Director or AID Representative to the PA using form AID 4-404, Recommendation for a Quality or Meritorious Increase. Where the request is for an increase of more than one step within a 52-week period, approval must be obtained from the Office of Human Resources Development and Management (HRDM) before the PA is notified. A copy of any recommendation for meritorious increase must be sent to the MS/OP or the Mission Contracting Office agreement officer.

g. Language Incentive Increases

An employee may be eligible for incentive payments for proficiency in an AID incentive language (see Chapter IV Handbook 28) that is needed in the country to which the employee is assigned. The level of proficiency will be established by a Foreign Service Institute (FSI)-administered language examination. The test results are sent to MS/OP or the Mission Contracting Office and then transmitted to the PA for their action in putting the incentive payment into effect.

h. Tours of Duty

(1) A tour of duty is usually 24 months for an FC employee. However, it can be as little as one year or as long as 36 months. Persons with tours of less than 18 months are not eligible for home leave. Those with tours of less than 24 months are not entitled to rest and recuperation travel.

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(2) Tours of duty can be shortened or lengthened with concurrence of the Mission Director at the employee's duty station and MS/OP or the Mission Contracting Office.

i. Home Leave

(1) Home leave is accrued on the same basis as for AID direct-hire staff. Assigned FC/PASA personnel are required to take home leave after serving the requisite time outside the United States, when prior to departing the Mission:

(a) The person is scheduled to return to post, or

(b) His/her name has been specifically proposed for another existing overseas position with AID, his/her own agency, another agency, or an international organization.

(2) Exceptions to these requirements may be approved by MS/OP or the Mission Contracting Office.

j. Accrued or Terminal Leave

(1) Long-Term PA Assignees

For both overseas and U.S.-based PA employees, payment for accrued leave may be made upon completion of assignment. In accordance with regulations, AID will reimburse the PA only for that leave earned by the employee while working for AID, less any leave taken during the employee's AID service.

(2) Short-Term TDY Assignments

Where a PA employee is on a short-term assignment (not a regular FC tour), PA's may charge AID with a leave factor (i.e., payment for earned leave while employee was on TDY assignment).

k. Language and Other Training

(1) Except as provided in (2) below:

(a) All candidates for PASA assignments which require a specific degree of competence in a foreign language must have their language proficiency confirmed by FSI language testing prior to departure for post. Should the Mission revise the language requirement, the PIO/T must be amended accordingly.

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(2) The AID agreement officer may authorize exceptions to the above language testing and to the orientation requirements when the candidates experience and circumstances indicate that doing so is clearly in the best interests of AID, the PA, and the candidate. This exception is to be used particularly where it is obvious that the expenses to be incurred would not be commensurate with any benefits to be accrued. The above determination shall be made in writing and indicate that prior written concurrence has been obtained from the Mission to which the candidate be posted, and in the case of a waiver of predeparture orientation, written concurrence will also be obtained from HRDM/TD/PCT.

1. Performance Ratings

(1) All official performance ratings are to be prepared by the PASA/RSSA employee's official supervisor in his/her parent agency. AID will prepare unofficial performance ratings using the PA's form (to be provided by the PA) when requested to do so by the PA. Otherwise, PASA/FC employees assigned overseas will receive unofficial ratings on AID forms.

(2) In the case of the PASA/RSSA Chief of Party, the unofficial rating will be prepared by the Mission Director or his/her designee; in the case of other employees, either the direct AID supervisor or the PASA/RSSA Chief of Party will prepare the rating.

(3) Performance ratings, when specifically requested, will be submitted in accordance with the PA's schedule.

(4) One copy of the performance rating is retained by the Mission, one is given to the employee.

m. Consultations

PASA technicians assigned overseas may undertake TDY's in either Washington or at another overseas post when approved by both the cognizant Mission and the PA.

n. Determination of Next Assignment

(1) At least six months prior to completion of an FC assignment, if the PASA employee desires another tour of duty and the Mission concurs, a memorandum must be signed by the Mission Director and forwarded to MS/OP or the Mission Contracting Office requesting the extension. MS/OP or the Mission Contracting Office will consult with the PA and concerned Regional Bureau and advise the Mission.

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(2) When the PASA employee is not returning to an AID post, the decision as to the next assignment will be made with the PA.

o. Termination of Service Before Scheduled Date

When a program is curtailed or terminated, AID determines which employees (direct-hire, PASA, or contract) are to be retained. If a PASA employee's appointment is to be terminated, the PA will be given adequate advance notice of termination plans.

Note: There is no reduction-in-force competition between direct-hire and PASA staff.

p. Removal of PA Employees from AID Funding

An assigned employee, on completion of his/her assignment, where he/she is not entitled to home leave, shall cease having his/her salary and benefits attributable to AID under a Foreign Service Assignment not later than the next regular pay period ending after the employee's return to the United States. Exceptions may be made to this rule with the concurrence of MS/OP or the Mission Contracting Office.

3. Travel/Shipment of Effects

a. General Principles:

(1) All travel and shipments originating in the United States are the responsibility of PA's; and

(2) All travel and shipments originating abroad are the responsibility of AID.

b. Exceptions

In some instances, involving repatriation, and particularly where local currencies are involved, AID can arrange travel only to the port of entry. The movement of persons, autos, or household effects from there to the final destination becomes the responsibility of the PA.

c. Travel Regulations

PASA personnel are governed by the same travel regulations and are entitled to the same travel benefits as AID direct-hire employees, i.e., air freight, weight provisions, time at post before becoming eligible for rest and recuperation, travel, and home leave.

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d. Arrival and Departure Notices

Missions will issue arrival and departure notices for PASA employees in accordance with the policy governing direct-hire employees.

e. Communications Regarding Travel

Communications regarding travel are handled by the PA in collaboration with the appropriate regional bureau, project officer, MS/OP or the Mission Contracting Office, and other AID offices, as required.

f. Approval of International Travel

All international travel must be approved, prior to departure, by MS/OP or the Mission Contracting Office and the funding AID/W Bureau or Office and the Mission to which the employee is being posted.

g. AID/W Funded TDY's

When the TDY is no more than 30 days and the person who is traveling is paid from an AID/W account on a regular or full-time basis, the cost of his/her travel is chargeable to the same activity as his/her salary. TDYs are only chargeable to Missions when the Mission is also paying salary and other costs. TDYs longer than 30 days are chargeable to the benefited party's account. For overseas TDYs of 30 days or less, per diem is paid by the PA from the funds obligated under the PA agreement. When a TDY is more than 30 days, per diem is paid directly by the Missions. However, if the TDY is provided for in a PASA or RSSA, an exception may be made and the PA will continue to pay when:

(1) The TDY involves several posts in different areas, and the assignment is not under one central regional organization, or

(2) The PASA personnel are Washington-funded and it would not be practical for the AID Mission to back-charge AID/W through an Advice of Charge.

4. Security Regulations

a. Responsibility for Security Investigation rests with the PA's. Whenever the services to be performed are of a critical or sensitive nature, a full-field investigation is required. In all other instances clearance will be required as set forth below.

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b. Employees Requiring Security Clearances

AID security regulations apply to all PA employees (and dependents, when applicable) detailed or assigned to an AID program. PA employees assigned on a long-term basis must receive appropriate clearances before reporting for their AID assignments. In addition, PA personnel employed 30-60 days a year and who will be working in AID offices at anytime during the assignment are required to be cleared as soon as they are selected. No payment will be made to a PA for employee services performed for AID unless the employee has been security cleared in accordance with AID regulations.

c. Overseas Assignment

(1) Detail of 60 Days or Less

No security clearance is required for details of 60 days or less in any 12-month period as long as the PA employee (a) has no access to administratively controlled or classified material, (b) is not performing services on a regular basis on AID/Embassy premises, and (c) does not attend internal AID/Embassy staff meetings on a regular basis. If any of the foregoing conditions are present, a National Agency Check and Inquiry (NACI) is required. Any extension of or renewal of an assignment beyond 60 days must be concurred in by AID's Office of Security.

(2) Detail Between 60 and 129 Days

A NACI is required when a detail is between 60 and 129 days in any 12-month period.

(3) Services of 130 Days or Longer

All PA employees providing services of 130 days or longer require a full-field investigation.

d. Service in the United States

(1) No security clearance is required for PA personnel performing services for AID unless such persons will be working in an AID building on a regular basis or must have access to administratively controlled or classified material. If they are to have access to this type of material, a NACI or higher clearance is required when circumstances so dictate.

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(2) Security Clearance is required for PA employees who work in an AID office on a regular basis (2 or 3 days a week). This will involve an NACI for a noncritical-sensitive position and a full-field investigation for a critical-sensitive position.

e. Certification of Security Clearance to AID by the PA

Upon issuance of a security clearance, the PA will submit a certification to AID using Form AID 2-5, "Participating Agency Certification of Candidate's Qualifications." The form AID 2-5 shall be accompanied by the employee's current SF-86, "Security Investigation Data for Sensitive Positions," together with copies of all investigations.

f. Marriage to an Alien

If a PA employee working for AID marries an alien while serving abroad, the security clearance must be revalidated. Such clearance may be undertaken by the Embassy Security Officer upon recommendation of the Mission Director.

g. AID Waiver Procedures

(1) Authority to Request Security Waivers

The MS/OP or Mission Contracting Office agreement officer has the authority to request a waiver to permit a PA employee to enter on duty pending completion of a full-field investigation.

(2) Waiver Process

Security waivers are submitted through MS/OP or the Mission Contracting Office to IG/SEC to provide written comments for the Administrator's guidance in making the determination on the appropriate action to be taken. The waiver request, together with the Administrator's determination, is returned through MS/OP or the Mission Contracting Office to the PA and becomes a part of the employee's security file. When the full field investigation is satisfactorily completed, the PA will so certify to AID in accordance with para. 1C.4e above.

5. PA Personnel Records

MS/OP or the Mission Contracting Office will maintain files on assigned PA technicians. It is the responsibility of the PA to keep MS/OP or the Mission Contracting Office informed of the whereabouts of its employees on duty with AID.

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a. Reports Concerning PA Employees Working in AID Space

Each AID/W Bureau or Office and Mission Program Office is required to inform MS/OP or the Mission Contracting Office, MS/AS/RM, and IG/SEC of all PA employees working in their space. A report is required by the first working day of each month. This report will contain the following information and must be submitted to MS/AS/RM or the Mission Executive Office, IG/SEC, and MS/OP or the Mission Contracting Office.

- AID Organization
- Building and Room Number
- Participating Agency
- PASA/RSSA No.
- Name and Title of Employee(s)

b. PA Reports

(1) PA's will submit quarterly reports to AID within 15 days after the end of the quarter. These reports will include the number of both assigned and temporary duty personnel who have been assigned to AID during that quarter, including those who started and completed an assignment during the quarter, those who began before the quarter and terminated during the quarter, and those who will continue beyond the end of the quarter.

(2) PA's will submit semiannual reports on their AID-funded full-time employees stationed in the United States.

c. Personnel Actions

Copies of all personnel actions involving FC personnel appointments, transfers, promotions, and terminations during the period of AID funding will be sent to MS/OP or the Mission Contracting Office.

d. Time and Attendance Reports for Overseas PA Technicians

Time and attendance records are the responsibility of the employee serving overseas and must be forwarded to the appropriate PA for record keeping and processing salary checks. In addition, Mission supervisory personnel may require copies for the Mission records.

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6. PASA (FC) Employees' Privileges and Immunities

a. Overseas Employees

All PA direct-hire employees stationed overseas and funded under PASA's and are entitled to the same privileges and immunities as an equivalent AID direct-hire employee at the same post.

Note: This does not mean that the PASA technician is necessarily entitled to obtain support from the same source as AID direct-hire staff. For example, in some instances, housing may be provided by a country institution for a PASA employee and by the Mission or Embassy for an AID direct-hire person. However, the quality of the PASA employee's housing and facilities are to be comparable with that provided an AID direct-hire employee at an equivalent grade.

b. APO, Commissary, PX and Club Privileges

PASA employees under AID agreements are to receive the same APO, Commissary, PX, and club privileges as AID direct-hire employees when allowed by the regulations of the organization to which the facility is attached. PASA employees and their dependents are entitled to the same health benefits as AID direct-hire employees.

7. Standards of Conduct

PASA personnel and their dependents are required to maintain high standards of personal conduct expected of U.S. Government officials representing the United States overseas. Failure to do so can lead to disciplinary action.

**PASA**  
**PARTICIPATING AGENCY SERVICE AGREEMENT**  
 BETWEEN THE AGENCY FOR INTERNATIONAL DEVELOPMENT  
 AND

1. Initial Starting Date <i>(Mo. Day, Yr.)</i>	2. Project Completion Date <i>(Mo. Day, Yr.)</i>	3. Category <input type="checkbox"/> TDY <input type="checkbox"/> ASSIGNED	4. Duration of Funding <input type="checkbox"/> CURRENT YEAR <input type="checkbox"/> FORWARD FUNDING
5. Project Number and Title			6. <input type="checkbox"/> PASA ORIGINAL <input type="checkbox"/> PASA AMENDMENT
7. PASA Number	8. Country/AID/W Office	9. Type <input type="checkbox"/> Grant <input type="checkbox"/> Country <input type="checkbox"/> Loan	10. Year FY 19 ____

**11. FUNDING**

A. CITATIONS	(1) Appropriation Number 72-	(2) Budget Plan Code	(3) PIO/T/Obligation Number
B. FOR PARTICIPATING AGENCY	(1) Initial or Current	(2) Change (+ or -)	(3) New Total
C. FOR A.I.D. DIRECT DISBURSEMENT FOR IN-COUNTRY SUPPORT	(1) Initial or Current	(2) Change (+ or -)	(3) New Total
D. TOTAL AMOUNT OBLIGATED <i>(Lines B+C)</i>	(1) Initial or Current	(2) Change (+ or -)	(3) New Total
E. PRINCIPAL COST COMPONENTS OF <i>(Block B (3))</i>	(1) Salaries, Differential and Benefits	(2) Transportation including Per Diem	(3) Miscellaneous
			(4) Overhead

12. Statement of Purpose

13. GOVERNING PROVISIONS: Pursuant to the General Agreement dated \_\_\_\_\_ between A.I.D. and the \_\_\_\_\_, the Agency named above agrees to provide the services outlined in Block 12 amplified as needed by Appendix A, unless otherwise authorized by A.I.D., all services shall be of U.S. origin. Any appendices attached hereto are considered part of this PASA.

14. Signatures

NAME \_\_\_\_\_  
 TITLE/  
 OFFICE \_\_\_\_\_  
  
 DATE \_\_\_\_\_

NAME \_\_\_\_\_  
 TITLE/  
 OFFICE \_\_\_\_\_  
  
 DATE \_\_\_\_\_

15. Appendices

- APPENDIX A-SCOPE OF WORK
- APPENDIX B-BUDGET PLAN
- APPENDIX C-STANDARD PROVISIONS

16. Negotiating Officers

A.I.D.: \_\_\_\_\_  
 AGENCY: \_\_\_\_\_

## INSTRUCTIONS FOR COMPLETING PASA FORM

### Form AID 2-2, Face Sheet

- Block 1: Insert the date the activity (services to be rendered) started.
- Block 2: Insert the date the activity is to terminate (in some instances, this will be an estimate).
- Block 3: Check the proper category for the type of services; whether it involves assigned (tour of duty) personnel or only those on a temporary detail. In some instances, both types of support are involved; in such cases, check both blocks. The temporary details, in this instance, are supportive and ancillary to the main purpose of the project, which is the use of assigned staff usually for two years.
- Block 4: check whether funding is for only the current year or forward funded (in support of more than one fiscal year).
- Block 5: Insert project number and project title.
- Block 6: Indicate whether PASA is an original or an amendment and insert amendment number if appropriate.
- Block 7: Insert PASA number as assigned by OP/PS/SUP.
- Block 8: Insert Country or A.I.D. Office where services are to be performed; if worldwide activity state "worldwide."
- Block 9: Indicate whether PASA is grant, loan, or country funded.
- Block 10: Insert fiscal year(s) within which services are to be performed.
- Block 11: Indicate:  
(A) A.I.D. funding citations;  
(B) Amounts funded for Participating Agency;  
(C) Amounts that will be paid directly by A.I.D. for in-country costs;  
(D) Total Amount Obligated [Lines B+C];  
(E) Principal Cost components of Block B (3).
- Block 12: Explain what services the agency is expected to provide and state period of time, giving dates through which the services are being funded.
- Block 13: Insert the date of the General Agreement and the name of the Participating Agency.
- Block 14: Supply appropriate A.I.D. signature.
- Block 15: Indicate appropriate Appendices, e.g.:  
Appendix A-Scope of Work  
Appendix B-Budget Plan  
Appendix C-Standard Provisions  
Other/Reference
- Block 16: Insert names of parties actually negotiating PASA. This will be the responsible Contract Specialist for A.I.D. and the Participating Agency's negotiator.

APPENDIX A  
SCOPE OF WORK

PAGE \_\_\_\_ OF \_\_\_\_

PARTICIPATING AGENCY SERVICE AGREEMENT  
BETWEEN  
THE AGENCY FOR INTERNATIONAL DEVELOPMENT AND

ORIGINAL  AMEND  
NO. \_\_\_\_

PASA NO.

FISCAL YEAR

<b>BUDGET PLAN APPENDIX B</b>  PAGE ____ OF ____	<b>PARTICIPATING AGENCY SERVICE AGREEMENT</b> BETWEEN THE AGENCY FOR INTERNATIONAL DEVELOPMENT AND			1. PASA NUMBER	2. AMENDMENT NO.	3. FISCAL YEAR	
				4. APPROPRIATION <b>72-</b>	5. ALLOTMENT	6. AMOUNT CURRENTLY FUNDED	
7. FUNDED BY	PIO/T-OBLIG. NO.	AMOUNT	PIO/T-OBLIG. NO.	AMOUNT	PIO/T-OBLIG. NO.	AMOUNT	
8. PASA BUDGET PLAN — FUNDING				9. STAFFING			
DESCRIPTION		AMOUNT	NAME AND TITLE		GRADE	PERIOD (PEOPLE-DAYS/ MONTHS)	AMOUNT
SALARIES							
BENEFITS ( _____ % OF SALARIES)							
DIFFERENTIAL ( _____ % OF SALARIES)							
LEAVE FACTOR (TDYs ONLY) ( _____ % OF SALARIES AND BENEFITS)							
TRAVEL (EXPLAIN BELOW)							
PER DIEM (EXPLAIN BELOW)							
MOVEMENT EFFECTS (INTERNATIONAL) (NORMALLY ONLY MOVEMENT TO POST)							
MOVEMENTS/STORAGE OF EFFECTS (DOMESTIC)							
OTHER (SPECIFY BELOW)							
OVERHEAD <input type="checkbox"/> SALARIES & BENEFITS _____ % <input type="checkbox"/> PERSONNEL COSTS <input type="checkbox"/> ALL COSTS							
IN-COUNTRY SUPPORT PROVIDED DIRECTLY BY AID (EXPLAIN BELOW)*							
TOTAL (INCLUDES _____ TO BE FUNDED BY FUTURE PASA AMENDMENTS)							
EXPLANATORY COMMENTS							

\*NOTE: This should include housing and other allowances to be paid at post, administrative support, local travel, and international travel and shipments for which A.I.D. is responsible (see 1C3a(2) of H.B. 12 - Ch. 1).

# INSTRUCTIONS FOR COMPLETING PASA FORMS AID 2-2 AND 2-2A

## I. Form AID 2-2, Face Sheet

- Block 1:** Insert the date the activity (services to be rendered) started.
- Block 2:** Insert the date the activity is to terminate (in some instances, this will be an estimate).
- Block 3:** Check the proper category for the type of services; whether it involves assigned (tour of duty) personnel or only those on a temporary detail. In some instances, both types of support are involved; in such cases, check both blocks. The temporary details, in this instance, are supportive and ancillary to the main purpose of the project, which is the use of assigned staff usually for two years.
- Block 4:** Check whether funding is for only the current year or forward funded (in support of more than one fiscal year).
- Block 5:** Insert project number and project title.
- Block 6:** Indicate whether PASA is an original or an amendment and insert amendment number if appropriate.
- Block 7:** Insert PASA number as assigned by OP/PS/SUP.
- Block 8:** Insert Country or AID Office where services are to be performed; if worldwide activity state "worldwide."
- Block 9:** Indicate whether PASA is grant, loan, or country funded.
- Block 10:** Insert fiscal year(s) within which services are to be performed.
- Block 11:** Indicate:  
(A) AID funding citations;  
(B) Amounts funded for Participating Agency;  
(C) Amounts that will be paid directly by AID for in-country costs;  
(D) Total Amount Obligated [Blocks B+C];  
(E) Principal Cost components of Block [B].
- Block 12:** Explain what services the agency is expected to provide and state period of time, giving dates through which the services are being funded.
- Block 13:** Insert the date of the General Agreement and the name of the Participating Agency.
- Block 14:** Supply appropriate AID signature.
- Block 15:** Indicate appropriate Appendices, e.g.:  
*Appendix A—Scope of Work*  
*Appendix B—Budget Plan*  
*Appendix C—Use of AID Personnel/ Facilities*  
*Appendix D—Subcontracting*  
*Other/Reference—Appendix E—Billings* (telegram, if required)
- Block 16:** Insert names of parties actually negotiating PASA. This will be the responsible Contract Specialist for AID and the Participating Agency's negotiator.

## II. Form 2-2A (Appendix B)

- Block 1:** Insert PASA Number.
- Block 2:** When applicable, insert PASA amendment number.
- Block 3:** Insert fiscal year(s).
- Block 4:** Insert appropriation number.
- Block 5:** Insert allotment number.
- Block 6:** Insert amount currently funded; if the budget (Block 8) exceeds the amount shown here but only the funds indicated are presently available, indicate partially funded under Block 12 of face sheet.
- Block 7:** Insert proper funding source and obligation numbers (which can be PIO/Ts) covering the funds cited in Block 6. Also insert the amounts of the related PIO/T.
- Block 8:** Insert funding information; e.g., description and amounts of personal costs, other costs, overhead and totals. Travel, per diem, other expenses, and costs which will be financed directly by AID should be footnoted in detail under Explanatory Comments.
- Block 9:** Fill in as indicated. Note, the salary amount shown is only for the period the technician will be working on the project. That is, if he/she will be assigned to the PASA only six months, the "amount" will be half his/her yearly salary.

**RSSA**

ATTACHMENT D - HB 12 (TM 12:33)

**RESOURCES SUPPORT SERVICES AGREEMENT  
BETWEEN THE AGENCY FOR INTERNATIONAL DEVELOPMENT  
AND**

1. Appropriation Number  72-	2. Budget Plan Code	3. PIO/T No./Obligation No.
4. 'X' Appropriate Box <input type="checkbox"/> ORIGINAL <input type="checkbox"/> AMENDMENT NO. _____	5. RSSA Number	6. Fiscal Year
7A. Initial or Current Funding	7B. Change (+ or -)	7C. New Total
8. Authority General agreement between A.I.D. and the Agency named above, dated		
9. Purpose		
10. Services to be Performed		

**11. LIAISON OFFICES**

A. Participating Agency Liaison Office	B. A.I.D. Technical Office	C. A.I.D. Administrative Office
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**12. Termination**

Unless otherwise indicated in the RSSA, this Agreement will continue in force, and services will continue to be rendered until the Agreement, or any part thereof, is terminated after a 90-day notice by either party.

**13. Signatures**

NAME _____	NAME _____
TITLE _____	TITLE _____
OFFICE _____	OFFICE _____
AGENCY _____	AGENCY <u>Agency for International Development</u>
DATE _____	DATE _____

**14. Attachments** (when attached, these appendices are considered part of the RSSA Agreement)

<input type="checkbox"/> APPENDIX A - BUDGET AGREEMENT	<input type="checkbox"/> _____
<input type="checkbox"/> APPENDIX B - RSSA CONTINUATION SHEET	
<input type="checkbox"/> APPENDIX C - STANDARD PROVISIONS	

INSTRUCTIONS FOR COMPLETING RSSA FORMS AID 240-2 AND 240-2A

**I. Form AID 240-2, Face Sheet**

- Block 1: Insert appropriation number.
- Block 2: Insert budget plan code.
- Block 3: Insert PIO/T and Obligation numbers.
- Block 4: Indicate whether RSSA is an original or an amendment and insert amendment number, if appropriate.
- Block 5: Insert RSSA number.
- Block 6: Insert fiscal year(s) within which services are to be performed.
- Block 7A: Insert initial amount of funding for original agreement or current (cumulative) amount for an amendment.
- 7B: Insert increase or decrease in funding for amendments.
- 7C: Insert new (cumulative) total.
- Block 8: Insert the date of the General Agreement between A.I.D. and the Participating Agency.
- Block 9: State purpose of agreement or type of services to be performed.
- Block 10: Explain the services the agency is expected to perform, stating the period of and dates through which services are being funded.
- Block 11: (A) Insert Participating Agency negotiator.  
(B) Insert A.I.D.'s Technical Office.  
(C) Insert A.I.D. Administrative Office (Contracting Office)

- Block 12: Termination terms of agreement as stated.
- Block 13: Supply appropriate A.I.D. signature.
- Block 14: Indicate appropriate Appendices:  
e.g., Appendix A - Budget Plan  
Appendix B - RSSA Continuation Sheet  
Appendix C - Standard Provisions  
Other (Specify)

**II. Form 240-2A (Appendix A)**

- Block 1: Indicate whether agreement is an original or amendment and insert amendment number, if appropriate.
- Block 2: Insert RSSA number.
- Block 3: Insert fiscal year(s).
- Block 4: Insert funding information; e.g., amounts of personnel costs, other costs, overhead and totals. Travel and transportation, printing and reproduction, other services, and equipment should be footnoted in detail under Block 6 - Explanation.
- Block 5: Fill in as indicated. Note, the salary amount shown is only for the period the technician(s) will be working on the project. That is, if s/he will be assigned to the RSSA only six (6) months, then the "salary" will be half his/her yearly salary.
- Block 6: Insert explanation of Block 4 - Object class and other special provisions as required.

APPENDIX A  BUDGET AGREEMENT	RESOURCES SUPPORT SERVICES AGREEMENT BETWEEN  THE AGENCY FOR INTERNATIONAL DEVELOPMENT AND	1. <input type="checkbox"/> Original <input type="checkbox"/> Amendment No. _____ 2. RSSA Number _____ 3. Fiscal Year _____
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4. BUDGET BY OBJECT CLASS The amount budgeted for any object class shall not be exceeded by more than 15 percent unless there has been prior approval by AID.			5. STAFFING (Object Classes 11 and 12) - DETAILS					
	Description	Amount	Title/Name	Grade (GS)	Man-Months	Salary	Benefits	Total
11	Personal Compensation							
12	Benefits (at _____ percent)							
21	Travel and Transportation of Persons (explain below)							
23	Rent, Communications, and Utilities							
24	Printing and Reproduction (explain below)							
25	Other Services (specify below)							
26	Supplies and Materials							
31	Equipment (explain below)							
32	Overhead _____ % <input type="checkbox"/> Salaries & Benefits <input type="checkbox"/> Personnel Costs <input type="checkbox"/> All Costs							
TOTAL (includes _____ to be funded by future RSSA Amendments)								

6. Explanation of Object Classes and Special Provisions

<p>APPENDIX B RSSA CONTINUATION SHEET</p>	<p>RESOURCES SUPPORT SERVICES AGREEMENT BETWEEN THE AGENCY FOR INTERNATIONAL DEVELOPMENT AND</p>	<p><input type="checkbox"/> ORIGINAL <input type="checkbox"/> AMEND NO. _____ RSSA NO. _____ FISCAL YEAR _____</p>
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ATTACHMENT G

HB 12 - TM: 12:33

Appendix C of Forms  
AID 2-2 and 240-2

STANDARD PROVISIONS

1. GOVERNING PRINCIPLES

A. Participating Agency (PA) Selection - AID looks to other PA's for technical assistance in their fields of competence only in cases where AID direct-hire staff are not available and where the PA has unique or particularly suited resources available to carry out the technical assistance and can do so without unduly interfering with its domestic program.

B. Reimbursed Technical Assistance - Any technical assistance for which a PA is to be reimbursed must be authorized prior to the performance of the technical assistance by an agreement signed by the AID agreement officer on PASA Form AID 2-2 or RSSA Form AID 240-1, regardless of whether it is for the long-term service of a team or short-term for an individual. This requirement is applicable to increments of new work for which funding is necessary. Continuation of services by a PA beyond the expiration date of the PASA/RSSA or incurrence of costs beyond available funds requires the prior specific authorization by the AID agreement officer. Until such time as the PASA/RSSA is amended to provide additional funds, the PA is not authorized to expend funds in excess of the current obligation.

C. Authority to Execute PASA/RSSAs - AID contracting officers (hereafter designated as agreement officers) have the authority to execute a PASA or RSSA and amendments thereto. When PASA/RSSA's are executed by AID's Office of Procurement (MS/OP) and subsequently transferred to the field for administration, all responsibilities of the MS/OP agreement officer, as set forth in these Standard Provision, are transferred to the field agreement officer who is responsible for procurement in the Mission having responsibility of the requirement.

D. Responsibility for Project Performance - The PA assumes technical responsibility for project performance, including staffing, supervision, backstopping, and reporting--subject to general guidance from AID.

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E. PA Personnel - PASA/RSSA personnel working for AID remain on their parent-agency's employment rolls and position ceilings. The PA personnel utilized in the United States operate in accordance with the rules and regulations of their parent agency unless otherwise required by AID legislation or regulations. When overseas, they are subject to AID regulations and entitled, to the extent regulations permit, to the same support and privileges as AID direct-hire staff.

F. Responsibility for Administrative Arrangements - The AID Operations Manual for Participating Agencies, as set forth in AID Handbook 12, Use of Federal Agencies, is applicable to PA employees serving under this agreement. Before the employee undertakes an overseas assignment, the PASA or RSSA employee's own agency is responsible for making the administrative arrangements required, including arranging all predeparture clearances (i.e. health (including medical waivers), security, language training and testing, orientation, etc.).

G. Official Communications with the field on technical matters are the responsibility of the AID project officer if the PASA is being administered in Washington. The project officer will obtain appropriate clearances and authorize transmission. Messages pertaining to staffing and budgetary matters should be cleared with the agreement officer and the project office prior to transmission.

H. Participant Training - All participant training required in conjunction with this agreement will be implemented through Mission-generated and funded PIO/Ps in accordance with policies, allowances, guidance, and reporting requirements stated in AID Handbook 10, Participant Training.

I. Restrictions on PASA and RSSA Personnel - Except as specifically provided in writing by AID, PASA and RSSA personnel shall not: officially represent AID at any function; approve policy documents; supervise AID employees; negotiate, review, or sign contracts on behalf of AID; certify vouchers; select or recruit AID employees; or prepare AID funding or budget documents.

## 2. CONTRACTING UNDER A PASA/RSSA

A. This provision applies to contracts, purchase orders, grants, cooperative agreements, Intergovernmental Personnel Act assignments, and the employment of experts and consultants hired under authority of 5 U.S.C. 3109 when these instruments are specifically in support of a PASA/RSSA effort. For the purposes of this provision, the term

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"contract" is deemed to include these instruments--with the exception that grants, cooperative agreements, and appointments covered by the Federal Employee Compensation Act are not included in reference to the requirement for Defense Base Act (DBA) insurance and grants and cooperative agreements are not, subject to the FS-1 ceiling on compensation.

B. The terms of this provision do not apply to contracts with the DOE affiliated energy agencies, such as PETC and METC, nor to existing relationships with Government-Owned-Contractor-Operated entities, but do apply to subcontracts thereunder with private sector organizations or individuals.

C. Contracting by a PA must be specifically authorized in advance by the AID agreement officer. Specific contracts must be identified in the PA's Budget submission.

D. The PA will obtain the AID agreement officer's approval of the subcontract prior to execution. The following documentation will be submitted in support of the request to contract, and is required prior to executing the contract, even if the contract was identified in the PASA/RSSA:

(1) Documentation describing the selection methodology, including any non-competitive justifications necessitated by the FAR. Small and disadvantaged business subcontractors shall be identified.

(2) The contract statement of work, the general provisions and a negotiation memorandum setting forth the cost and price analysis with special consideration to type of contract, indirect cost, personnel compensation, including documentation such as salary history and fee, if any.

E. It is the responsibility of the PA to make the required OMB Circular A-76 determinations and to follow the Federal Acquisition Regulations (or the OMB Circular A-110, as applicable), as implemented by the PA. When AID authorized contracting is performed under a PA's own contracting authority, such authority must be cited in the contract or purchase order. The PA shall also follow the AID Acquisition Regulations provisions with respect to source/origin, nationality and commodity eligibility. (Pertinent AIDAR regulations are obtainable from the AID agreement officer.) The PA agrees to require the contractor to insert these requirements in any subcontract at any tier.

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F. The PA must obtain advance approval from the AID agreement officer to authorize personal compensation in excess of the FS-1 level for other than grants and cooperative agreements. This requirement extends to the personal compensation elements of negotiated fixed-price or lump-sum contracts, when personal compensation elements are specifically identified in the proposal and are specifically discussed when negotiating the contract amount. PA's are expected to established reasonable levels of compensation. Personal compensation paid shall not exceed the highest such compensation received in the past three years, or the daily rate of an FS-1, whichever is lower, without the prior written approval of the AID agreement officer. Requests for approval of compensation levels shall be accompanied by Form AID 1420-17, "Employee Biographical Data Sheet", which is obtainable from the agreement officer.

G. All contracts issued specifically in support of the PASA/RSSA effort shall include a requirement that lower-tier subcontracting and consultant services require the prior approval of the AID agreement officer.

H. The Defense Base Act requires employees working overseas under contracts to be provided with worker's compensation insurance. This requirement applies to all contracts (other than grants, cooperative agreements, and appointments covered by the Federal Employees Compensation Act) that involve overseas performance which are awarded by PA's under PASA's or RSSA's. The PA will include the following language in all such contracts:

(1) The Contractor agrees to procure Defense Base Act (DBA) insurance pursuant to the terms of the contract between AID and AID's DBA insurance carrier unless the Contractor has a DBA self insurance program approved by the Department of Labor or has an approved retrospective rating agreement for DBA.

(2) If AID or the Contractor has secured a waiver of DBA coverage for Contractor's employees who are not citizens of, residents of, or hired in the United States, the Contractor agrees to provide such employees with worker's compensation benefits as required by the laws of the country in which the employees are working, or by the laws of the employees native country, whichever offers greater benefit. The list of countries for which AID has secured waiver of DBA coverage is shown in AIDAR 728.305-70(a)(2) (48 CFR 728.305-70(a)(2)).

(3) The Contractor further agrees to insert in all subcontracts hereunder to which the DBA is applicable, a provision similar to this standard provision including this sentence, imposing on all subcontractors a like requirement to provide overseas workmen's compensation insurance coverage and obtain DBA coverage under the AID requirements contract."

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I. The PA will be responsible for the approval and reporting requirements of contracted advisory and assistance services that are subject to OMB Circular A-120.

Alternate 1: For PASA/RSSAs with OIH/DHHS, use the following in lieu of Paragraph B.:

B. The terms of this standard provision do not apply to agreements with PHS-related federal health agencies, but do apply to contracts thereunder with private sector organizations.

Alternate 2: For PASA/RSSAs with OICD/USDA, use the following in lieu of Paragraph B.:

B. The terms of this standard provision do not apply to pre-existing agreements with land-grant universities provided the agreement utilizes the university in the capacity covered by the pre-existing agreement. For example, if the pre-existing agreement is a cooperative agreement with the university to support the Extension Service, and if the agreement is to utilize the capacity of the Extension Service, the terms of this standard provision would not apply. If however, another department of the university is being accessed, the provision would apply. USDA will submit to the AID agreement officer a copy of the pre-existing agreement when a land-grant agreement is considered exempt from this provision.

### 3. REPORTS

A. Unless otherwise provided in the schedule of this agreement, the PA shall prepare:

(1) Semi-annual reports, within 45 days following the end of the period being covered, which shall include the following:

(a) Substantive reports--covering the status of the work under the agreement, indicating progress made with respect thereto, setting forth plans for the ensuing period, including recommendations covering the current needs in the fields of activity that are covered under the terms of this agreement--to be submitted as follows:

1. Agreement officer--3 copies

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2. Project office--4 copies
3. PPC/CDIE/DI--2 copies (See Paragraph C.)

(b) An administrative report--covering expenditures, foreign country national trainees, and personnel employed under the agreement, including the AID-funded, full-time employees stationed in the United States--to be submitted as follows:

1. Agreement officer--3 copies
2. Project office--4 copies

(2) Quarterly reports within 15 days after the end of the quarter, which shall include the following:

(a) The number of both assigned and temporary duty personnel who have been assigned to AID during that quarter, including those who started and completed an assignment during the quarter, those who began before the quarter and terminated during the quarter, and those who will continue beyond the end of the quarter.

(b) Billing notices (see Provision No. 5.)

(3) Other reports, within 15 days after generation, which shall include the following:

(a) one copy of all personnel actions involving FC personnel appointments, transfers, promotions, and terminations during the period of AID funding to be sent to the agreement officer--1 copy

(b) One copy of time and attendance records--which are the responsibility of the employee serving overseas to forward to the appropriate PA for record keeping and processing salary checks--when required by the project officer.

B. Unless otherwise provided in the schedule of this agreement, within 60 days of the conclusion of the work hereunder, the PA shall prepare a final report which summarizes the accomplishments of the assignment, methods of work used and recommendations regarding unfinished work and/or program continuation--to be submitted as follows:

1. Agreement officer--3 copies

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2. Project office--4 copies
3. PPC/CDIE/DI--2 copies

C. When PPC/CDIE/DI is indicated in the distribution of reports, the reports should be submitted to it at the following address:

PPC/CDIE/DI, ACQUISITIONS  
Agency for International Development  
Room 209, SA-18  
Washington, D.C. 20523-1802.

D. The title page of all reports submitted pursuant to this standard provision shall include a descriptive title, the author's name(s), agreement number, project number and title, PA's name, name of the AID project office, and the publication or issuance date of the report.

E. When preparing reports, the PA shall refrain from using elaborate art work, multicolor printing and expensive paper/binding, unless it is specifically authorized to do so in the schedule of this agreement. Wherever possible, pages should be printed on both sides using single spaced type.

F. The metric system of measurements shall be used for specifications that are contained in reports unless AID determines in writing that such use is impractical or is likely to cause significant inefficiencies or the loss of markets to U.S. firms.

#### 4. AID FACILITIES

The use of AID facilities (office space, equipment, vehicles, etc) and AID clerical/technical personnel hereunder must be specifically authorized in this PASA.

#### 5. BILLING PROCEDURES

A. The PA will use one of various procedures specified below to submit monthly or quarterly billings to:

(The agreement officer will insert the name and address of designated AID paying office. When the paying office is AID/W, the Agency Location Code, 72-00-0001, will also be inserted.)

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B. If the paying office specified in the agreement is AID/Washington, the On-line Payment and Collection (OPAC) system is AID's preferred method of being billed. However, the PA may also bill AID/Washington using the Simplified Intra-governmental Billing and Collection (SIBAC) system (if authorized by the Department of the Treasury) or using Standard Forms 1080 or 1081.

C. If an AID overseas mission is designated as the paying office, the PA must use Standard Forms 1080 or 1081 procedures because the missions can not process OPAC or SIBAC billings.

D. A Financial Status Report will be submitted to the paying office with each billing to itemize expenditures to the level of detail specified in the PASA Budget Plan (Appendix B) or the RSSA Budget Agreement (Appendix A). The Financial Status Report will substantially follow the format in Attachment A of this Appendix.

E. Amounts determined to be unallowable under the agreement will not be reimbursed or will be charged-back to the PA if payment was made prior to such a determination.

F. Additional details of PA-specific billing procedures may be included in a supplemental memorandum of understanding between the two agencies, which is attached or referenced in the schedule if applicable.

6. DISPOSITION OF RECORDS AND PROPERTY WHEN AN AID-FUNDED ACTIVITY TERMINATES

A. Records (Other Than Property)

Responsibility for maintenance of records and their final disposition rests with the PA. Upon written request, a Mission will arrange for destruction of records without any screening of their contents or significance.

B. Property

(1) Overseas

All AID-funded commodities unexpended and on hand on termination of a PASA project procured by and under the control of the PASA technicians are to be turned over to the cooperating country and/or the AID Mission, as determined by AID.

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(2) Domestic

When there is no longer an AID need for equipment or termination of AID support, the PA, as mutually agreed with AID, will:

- credit AID the depreciated value of the commodities, or
- return the items to AID, or
- otherwise dispose of them.

C. Disposition of Property Records

The PA will see that itemized property records will be maintained on all nonexpendable items costing more than \$50 each. The records will include, at a minimum, the description, date acquired, from whom, cost, and present location.

7. PASA (FC) EMPLOYEES' PRIVILEGES AND IMMUNITIES

A. Overseas Employees

All PA direct-hire employees stationed overseas and funded under PASA's and are entitled to the same privileges and immunities as an equivalent AID direct-hire employee at the same post.

Note: This does not mean that the PASA technician is necessarily entitled to obtain support from the same source as AID direct-hire staff. For example, in some instances, housing may be provided by a country institution for a PASA employee and by the Mission or Embassy for a direct-hire person. However, the quality of the PASA employee's housing and facilities are to be equivalent with that provided a direct-hire employee at the same grade.

B. APO, Commissary, PX and Club Privileges

PASA employees under AID agreements will receive the same APO, Commissary, PX, and club privileges as AID direct-hire employees when allowed by the regulations of the organization to which the facility is attached. PASA employees and their dependents are entitled to the same health benefits as AID direct-hire employees.

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8. STANDARDS OF CONDUCT

PASA personnel and their dependents are required to maintain high standards of personal conduct expected of U.S. Government officials representing the United States overseas. Failure to do so can lead to disciplinary action.

9. TERMINATION OF SERVICE BEFORE SCHEDULED DATE

When a program is curtailed or terminated, AID determines which categories of employees (AID direct-hire, PASA, or contract) are to be retained. If a PASA employee's appointment is to be terminated, the PA will be given adequate advance notice of termination plans.

Note: There is no reduction-in-force competition between AID direct-hire and PASA staff.

10. REMOVAL OF PA EMPLOYEES FROM AID FUNDING

An assigned employee, on completion of his/her assignment, where he/she is not entitled to home leave, shall cease having his/her salary and benefits attributable to AID under a Foreign Service Assignment not later than the next regular pay period ending after the employee's return to the United States. Exceptions may be made to this rule with the concurrence of the agreement officer.

DEPARTMENT OR AGENCY  
FINANCIAL STATUS REPORT

PASA/RSSA No.  
From: \_\_\_\_\_

Current Billing Period:

To: \_\_\_\_\_

Project Name:

Project Number:  
From: \_\_\_\_\_

PASA/RSSA Agreement Period:

To: \_\_\_\_\_

Fiscal Data: PIO/T Oblig. No.  
Appropriation No.  
Budget Plan Code

<u>Description of Budget Line Items</u>	<u>Current Billing</u>	<u>Cumulative Billing to Date</u>	<u>Current PASA RSSA Budget</u>
Salaries			
Benefits (x% of salaries)			
Differential (x% of salaries)			
Leave Factor (x% of salaries & benefits)			
Per Diem			
Travel			
Transportation [as a subheading under Transportation]			
- movement of Effects (International)			
- movement/storage of Effects (Domestic)			
Supplies & Materials			
Other (Explain)			
Overhead	_____	_____	_____
% Salaries & Benefits			
% of Personnel Costs			
% of All Costs			
	_____	_____	_____
	_____	_____	_____

Cumulative Funds Obligated in PASA/RSSA through  
Amendment Number \_\_\_\_\_  
\$ \_\_\_\_\_

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APPENDIX - A

AID OPERATIONS MANUAL  
FOR PARTICIPATING AGENCIES

1986 EDITION

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Appendix I - Code of Ethics for Government Service

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ACRONYM LISTING

AID OFFICES

AID	Agency for International Development
AA/M	Assistant to the Administrator for Management
IG/SEC	Office of Security
M/FM	Office of Financial Management
M/FM/PAFD	Program Accounting and Finance Division
M/PM	Office of Personnel Management
M/PM/FSP	Foreign Service Personnel Division
M/PM/OD	Office Director, Office of Personnel Management
M/PM/TD	Office of Personnel Management, Training Division
M/SER	Directorate for Program and Management Services
M/SER/OP	Office of Procurement
M/SER/EOMS	Executive and Overseas Management Service
M/SER/IRM	Office of Information Resources Management
M/SER/MO	Office of Management Operations
M/SER/MO/RM	Resource Management Division
S&T/IT	Office of International Training

AID TERMS

FAA	Foreign Assistance Act of 1961, as amended
FC	Foreign Compensation
FEHB	Foreign Employees' Health Benefits
FS	Foreign Service
GA	General Agreements
NACI	National Agency Check and Inquiry
GTR	Government Travel Requests
HHE	Household Effects
NLT	No Later Than
NTE	Not to Exceed
PA	Participating Agency
PASA	Participating Agency Service Agreement
R&R	Rest and Recuperation
RSSA	Resource Support Services Agreement
TDY	Temporary Tour of Duty

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## DEFINITIONS OF TERMS

Decoration - an order, device, medal, badge, insignia, emblem or award tendered by, or received from, a foreign government.

Dependent - includes; (1) a spouse; (2) children who are under 21 years of age and unmarried or, regardless of age, are incapable of self-support (children include step - and adopted-children and those who are under legal custody of the employee or spouse and are dependent upon and normally reside with the employee and are expected to be under guardianship of the employee until 21 years of age); (3) parents (including step - and legally adopted-parents) who are at least 51 percent dependent on the employee for support; and (4) brothers and/or sisters (including step - and adoptive-brothers and/or sisters) who are 51 percent or more dependent on the employee, unmarried and under 21 years of age. However, there is no age limit if they are physically or mentally incapable of self-support.

Employee is a direct hire employee of AID, or a Participating Agency,

General Agreements are overall agreements with Participating Agencies which set forth the terms and conditions under which PASA's or RSSA's are negotiated. They are authorized pursuant to Sections 621 (a) and 632 (b) of the FAA.

Gift means a tangible or intangible present (other than a decoration) tendered by, or received from, a foreign government.

Minimal Value means retail value in the United States at the time of acceptance of \$165.00 or less. This "minimal value" level was established in March 1984 and will be redefined every three years in regulations prescribed by the Administrator of the General Services Administration in consultation with the Secretary of State, to reflect changes in the consumer price index for the immediate preceding 3-year period.

Participating Agency Service Agreements (PASA's) are agreements with other Federal agencies for specific services or support tied to a specific project goal to be performed within a definite time frame.

Particularly Suitable indicates that the proposed Participating Agency has a clear and substantial superiority to other sources, both private and public, in providing the required technical assistance.

PASA (FC) Personnel are PA employees who have been appointed as foreign services officers and are "assigned" overseas under a PASA for a year or more, customarily two years, to work in developing nations, usually in building or strengthening an institutional competence. They are subject to the same rules and regulations as comparable direct-hire staff and are entitled to most of the privileges and support accorded AID direct-hire employees.

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Resource Support Services Agreement (RSSA's) are agreements with other Federal agencies to obtain continuing general support assistance which has a broad objective, but no specific readily measurable tasks to be accomplished within set time frames.

Technical Assistance is the providing of goods or services to developing countries and other AID recipients.

Temporary Duty Employees under a PASA or RSSA provide assistance on a short-term basis, usually to missions. They normally are concerned with overall project direction or provide advice on specific problems rather than broad assistance over an extended period of time.

Uniquely Suitable indicates that the proposed Participating Agency is the only source available to provide the required technical assistance.

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AID OPERATIONS MANUAL  
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AID REGULATIONS APPLICABLE TO PARTICIPATING AGENCIES

I. Introduction

A. Purpose - This Operations Manual is designed specifically to acquaint other Federal (Participating) agencies with AID's policies, procedures and regulations which govern implementation of the Foreign Assistance Act of 1961, as amended (FAA) and is based on information contained in AID Handbooks, the Federal Personnel Manual and the Standard Regulations and Uniform Foreign Affairs Regulations which apply. It should be noted that the information contained in this Operations Manual is subject to change. Interpretations of and exceptions to guidance set forth in this Manual are the responsibility of the Office of Procurement (M/SER/OP).

All PA employees are urged to familiarize themselves with the AID regulations available at all overseas missions. Acronyms are listed in Section 1; and Definitions used in the Manual are contained in Section 2.

In general, this Operations Manual provides guidance on the following personnel policies:

Personnel - General Policies and Administration  
Employee Orientation, Training, Medical Coverage,  
Leave and Security  
Travel of PA Employees and Transportation of Household  
Effects

AID looks to other Federal (Participating) Agencies for technical assistance only in those cases when AID direct-hire employees are not available, and the participating agency's resources are uniquely or particularly suited to provide technical assistance without unduly interfering with its own domestic program. This implies that the other Federal agency has "excess capacity" to provide goods and services to AID.

B. Liaison Functions and Responsibilities

1. Office of Procurement (SER/OP) - Responsibility for overall liaison and coordination with Participating Agencies is vested in the SER/OP. In particular, once a determination is made by the requiring Office or Mission as to the technical services desired, it is the responsibility of SER/OP to handle the negotiations of the PASA or RSSA required for a technical assignment to be undertaken by another U.S. Government (Participating Agency).

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## 2. Project Officer

a. Technical Responsibility - AID project officers determine the desirability of utilizing other U.S. Government Agencies. The project officer on all technical matters with the Participating Agency, has continuing responsibility for monitoring the effectiveness of services being provided and initiates requests for SER/OP to negotiate amendments to agreements to reflect changes as required.

b. Review of Billings - The Project Officers are also responsible for review and administrative approval of Participating Agency billings for work performed under RSSA's/PASA's prior to payment by the AID Controller; as he/she is in the best position to know or find out if the services have been performed pursuant to the terms of the agreement. The Project Officer's certification of the billing signifies that he/she is satisfied that the services billed have in fact been performed and that to the best of his/her knowledge such services are in accordance with the agreement involved.

c. Office of International Training - S&T/IT S&T/IT has overall responsibility for participant training, and must clear all PIO/T requests for participant training before they are submitted to SER/OP for negotiations. S&T/IT sets the general guidelines for all participant training, including that performed for AID by Participating Agencies. It has day-to-day responsibility for placing participants with other Federal agencies and seeing that training objectives are accomplished. Most participant training is requested and funded directly by missions through the use of PIO/P's.

d. Office of Information Resources Management (SER/IRM) All RSSA/PASA's which provide for the purchase or rental of computer or office automation equipment software or services at a cost of \$100,000 or more during the life of a project require clearance by SER/IRM prior to submissions of the request to M/SER/OP.

e. Office of Management Operations (SER/MO) - All RSSA's/PASA's where space and equipment is being provided by AID/W require clearance by SER/MO prior to submitting the PIO/T to SER/OP.

f. Selection of Qualified Personnel - Responsibility for selecting qualified personnel to carry out the PASA and RSSA duties for AID rests with the PA. However, no one can undertake a foreign assignment unless there has been appropriate prior notification to, and approval by, the cognizant mission and AID/W official.

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## II. Personnel - General Policies and Administration

### A. Personal Standards and Status

1. Conduct - Employees are expected to maintain high standards of personal conduct as stated in the "Code of Ethics for Government Service," which is attached as Appendix 1. Private conduct of employees should not interfere with efficient performance of official duties. Employees and their dependents should avoid private activities or business interests which conflict with high standards of personal conduct required by their role as representatives of the United States in a foreign environment. Failure to maintain such standards can lead to disciplinary action. In serious cases, an employee and/or dependent may be officially requested to leave an overseas post.

"Just financial obligations shall be paid in a proper and timely manner," especially those imposed by law; for example, taxes. A "just financial obligation" means one acknowledge by the employee or reduced by judgment by a court. "In a proper and timely manner" means in a manner which the Agency determines does not, under the controlling circumstances, reflect adversely on the government as employer. However, AID is not required to pass on the validity of a claim in the event of a dispute between an employee and alleged creditor.

### 2. Restriction on Acceptance of gifts and decorations

a. Prohibitions against Accepting Gifts - AID-funded employees are prohibited from requesting or otherwise encouraging the tender of gifts or decorations. Such acceptance must be only in accordance with the regulation specified below:

b. Gifts of Minimal Value - An employee may accept and retain a gift of minimal value (\$165.00 or less) tendered and received as a souvenir or mark of courtesy, subject, however, to the following restrictions:

(1) where more than one tangible item is included in a single presentations, the entire presentation shall be considered as one gift, and the aggregate value of all items taken together must not exceed "minimal value".

(2) The donee is responsible for determining that a gift is of minimal value in the United States at the time of acceptance.

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c. Participating Agency's Responsibility - Since tangible gifts of more than minimal value may not lawfully become the personal property of the donee, the PA shall, in advising employees of their responsibilities under the regulations, impress upon them their obligation to decline acceptance of such gifts, whenever possible, at the time they are offered.

3. Fees or Remunerations - PASA employees may not accept any fees or remunerations from any organization in a foreign country. However, it is permissible to accept ordinary hospitality, such as meals or lodging, as long as this does not expose the recipient to pressure for favors or is not in excess of that customary under the circumstances.

The dependents of a PASA employee also shall not accept gifts, fees, or remunerations which in any way could compromise the effectiveness of the employee's performance.

4. Business or Profit-Making Activities

a. AID-Funded Employees - serving overseas are specifically prohibited from:

- Speculating in foreign exchange;
- Foreign exchange transactions at other than an approved rate including sales of funds obtained at a preferred rate to unauthorized persons;
- Handling funds for any individual in a manner not authorized by the U.S. or foreign government law;
- Engaging in or having any interest in a business designed for profit unless authorized by AID;
- Investing in real estate or mortgages in the country of assignment unless approved by the Embassy. However, one may own a house or land for personal occupancy;
- Investing in securities of commercial concerns in the country of assignment or a profit-making company conducting a substantial portion of their business in such a country. If such an investment was made prior to an assignment it may be retained only after proper approval and cannot be sold unless approved by AID;

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- Making speeches or having articles published of other than strictly technical nature unless they have had prior approval by AID (the PA staff or the mission). In the event an employee has a work published dealing with his experience as a PASA employee, there should be a clear disclaimer that all observations are strictly his own; and
- Selling personal property, including automobiles, at prices producing a profit which results from import privileges devised from official status as a U.S. Government employee. PASA employees should consult the mission executive office for specific particulars regarding the sale of personal effects, appliances, or an automobile before departing post.

b. Dependents - may not engage or have an interest in any business, or be gainfully employed, in the country of the employee's assignment unless there has been specific approval by AID. Certain types of employment, however, are usually favorably looked upon; e.g., working as a secretary in another U.S. Government agency, teaching, or working in a commissary.

5. Rules and Regulations Established by Ambassador - In addition, AID-funded employees serving overseas must comply with the rules and regulations established by the Ambassador;

6. Financial Disclosure Statements - Certain positions in the U.S. Government, particularly those dealing with utilization of AID funds, require that the individual submit statements of financial interest (listing real estate and security interests). AID-funded PASA employees should submit such statements to their parent agency, not AID.

7. Notice of Intent to Marry a Foreign National - An assigned PASA employee must give written notice of intent to marry a foreign national to the Mission Director, or designee at least 120 days before the planned marriage date. The latter will counsel the employee regarding: 1) the impact the proposed marriage might have on the employee's career or future assignments; and 2) the need to complete both security and medical clearances for his/her intended spouse. In addition, the employee's security clearance must be revalidated. Such clearance may be undertaken by the Embassy Security Officer upon the recommendation of the Mission Director.

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8. Passports - PASA employees and dependents whose travel is paid by the U.S. Government, are issued "official" passports to identify them as traveling on official U.S. Government business or that they are a dependent of such a person.

- Official passports are normally valid for five years.
- Bearers of official passports stationed abroad may only use them for personal travel when that travel is incidental to official travel.

Surrender of Passports - all official passports will normally be surrendered to the PASA employee's parent agency on termination of travel. However, when an employee retires at post, he or she shall surrender official passports to the Mission/Embassy at post.

## B. Personnel Administration

### 1. Pay - Classification

a. Foreign Compensation (FC) Schedule - PASA employees stationed abroad for a year or longer are paid under the Foreign Compensation (FC) schedule. This schedule is tied to the General Schedule (GS) as follows: FC-1 is equivalent to GS-4, FC-2 is equivalent to GS-5, FC-3 is equivalent to GS-6, and so forth with FC-14 being equivalent to GS-17.

b. Premium Pay - PA employees who work on Sunday on a regular basis (example, a Moslem country where the principal religious observance is on Friday) are entitled to premium pay. Under certain circumstances AID-funded PASA personnel who work on other holidays may also be entitled to premium pay.

c. Salary Limitation - The Standardized Regulations, which govern payment of post differential, currently provide that the post differential will be reduced if, when post differential is combined with salary, the per annum payment to an employee is limited to \$100 less than the salary authorized at Executive Level I. Participating agencies will be apprised of any changes in this regulation at the time PASA agreements are negotiated.

(Diplomatic posts are classified in four categories which determine the salary paid to the chief of mission. As of January 6, 1985 they were: Class 1, \$75,100, Class 2, \$73,600, Class 3, \$72,300, and Class 4, \$68,700. Most posts in LDCs are Class 3 and 4. For additional details, consult M/SER/OP in AID/Washington).

### 2. Post Differential and Overseas Allowances

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a. Post Differential - is the additional compensation of 10, 15, 20, or 25 percent over basic compensation for services performed under extraordinarily difficult living conditions, excessive physical hardship, or notably unhealthful conditions; e.g., a tropical environment that differs substantially from the environment in the continental United States, and isolated post with limited resources, or there is danger of civil or military strife. Post differential normally begins when an employee arrives at a "differential post". Employees on temporary duty "TDY" at a differential post must serve 42 consecutive calendar days before they can receive post differential. The following should be kept in mind regarding post differential:

- Pay increase is automatic - employee is not required to make application.
- Post differential is subject to change at any time depending on conditions at post.
- The post differential is considered earned income and is subject to U.S. income tax.

b. Allowances

(1) Post Allowance - A post allowance is a cost-of-living allowance granted to an employee assigned to a post where the cost of living, exclusive of quarters, is substantially higher than in Washington, D.C.

(2) Supplementary Post Allowance - is a form of post allowance granted to an employee to defray extraordinary subsistence costs under certain conditions. It is intended only for those employees who are faced with heavy expenses, such as hotel or restaurant meals while compelled to occupy temporary non-housekeeping quarters during periods up to the first three months after first arrival at a new post and up to one month preceding final departure from the post.

(3) Foreign Transfer Allowance - A foreign transfer allowance is an allowance for extraordinary, necessary and reasonable expenses not otherwise compensated for, incurred by an employee incident to becoming established at a new post in a foreign area. It is comprised of three elements: 1) a lump sum miscellaneous expense portion for such necessary expenses as disconnecting and connecting appliances, and equipment; converting household appliances for operation on available utilities; cutting and fitting rugs and draperies; and auto registration; 2) a lump sum payment wardrobe expense - provided the transfer is from zone 1 to zone 3; and 3) a subsistence expense portion for lodging, meals, laundry, cleaning and pressing expenses while in temporary quarters for up to ten days before departure. The Mission Executive Officer should be consulted regarding such allowances.

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(4) Temporary Lodging Allowance - This allowance is for reasonable cost of temporary quarters for a period not in excess of: 1) three months after first arrival at a new foreign post before being able to occupy permanent quarters; and 2) up to one month immediately preceding final departure from post subsequent to the necessary vacating of resident quarters.

(5) Living Quarters Allowance (LQA) - This allowance means a quarters allowance granted to an employee for the annual cost of suitable, adequate, living quarters for the employee and his/her family.

(6) Separate Maintenance Allowance (SMA) - SMA is an allowance to assist an employee who is compelled or authorized, by reason of dangerous, notably unhealthful, or excessively adverse living conditions at his/her post of assignment in a foreign area, or of the convenience of the Government or who requests such an allowance because of special needs or hardship involving the employee or the employee's spouse or dependents, to meet the additional expense of maintaining his/her dependents elsewhere than at such post.

Approval to authorize SMA has been delegated to the Chief of AID's Foreign Service Personnel Division. Applications for SMA should be made on SF-1190 and forwarded to:

Chief, Foreign Service Personnel Division, (M/PM/FSP)  
Room 1146, State Annex 1  
Agency for International Development  
Washington, D.C. 20523

When submitting applications, the covering memo should state the name, address and telephone number of an individual who can provide additional information, if required. See Standardized Regulations, Subchapter 260, for further details.

(7) Education Allowance - This allowance assists an employee in meeting extraordinary and necessary expenses, not otherwise compensated for, incurred by reason of his/her Foreign Service in providing adequate elementary and secondary education for his/her children which usually is provided without charge by public schools in the United States. Where adequate schools are not available at post, costs of room and board and periodic transportation between post and the nearest locality of an adequate will be provided. This allowance may also be used for tuition and other educational expenses at a secondary school in the United States, except as limited by Standard Regulations, Section 276.2. However, by so doing the dependent child becomes ineligible for education travel to the United States. Application is made by the employee at post. Note: No educational allowance is granted for college education. Education travel is covered in Section IV, C, 4.

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(8) Danger Pay Allowance - Danger pay allowance may be granted to an employee serving in a foreign area on the basis of civil insurrection, civil war, terrorism or wartime conditions which threaten physical harm or imminent danger to the health or well-being of the employee. Unless otherwise specified, the amount of the danger pay allowance shall be at the maximum rate of 25 percent of basic compensation. (See Standard Regulations, Chapter 650 for additional details).

3. Workweek - Generally the workweek for an AID-funded PASA technician shall be the same as for the host country counterparts with whom they are assigned.

If a PASA technician is working in an AID mission or independently in association with a mission, the workweek will be the same as the mission.

If the principal place of work is a foreign government office, PA employees will normally work the same hours as their counterparts.

All employees will be expected to work or be available to provide assistance at least forty hours each week, except for legal and other post-authorized holidays. It is recognized that persons undertaking frequent field trips may develop a pattern of irregular hours with time spent in the field sometimes more than forty hours per week, which may be offset in accordance with applicable regulations.

- No overtime will be allowed an AID-funded PASA technician unless specifically provided for in the PASA or approved by the Mission Director.
- Employees normally will be expected to work no more than a six-day week.
- Compensatory time shall be determined by the Mission Director.

4. Holidays - PASA personnel headquartered in foreign government offices will be expected to observe the same holidays as their counterparts and the number of U.S. holidays observed at that post. However, except for New Years Day, Independence Day (July 4), Thanksgiving, and Christmas, it is expected that they will schedule the additional six authorized U.S. holidays at a time mutually convenient to the host government officials. An employee will be charged leave for mission authorized local holidays unless he/she is on duty on either the workday preceding or the workday following a local holiday.

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5. Time and Attendance Record - It is the responsibility of each PASA employee to see that his/her time and attendance records are properly maintained and sent to the parent agency. Missions or AID/W officers may also require copies of these records.

6. Performance Ratings

a. All official performance ratings are to be prepared by the PASA/RSSA employee's official supervisor in his/her parent agency. AID will prepare unofficial performance ratings using the parent agency's form (to be provided by the PA) when requested to do so by the parent agency. Otherwise, PASA (FC) employees assigned overseas will receive unofficial ratings on AID forms.

b. In the case of the Chief of Party, the unofficial rating will be prepared by the Mission Director or his/her designee, in the case of other employees, the direct AID supervisor or the agency Chief of Party will prepare the rating.

c. Performance ratings will be submitted in accordance with the parent agency's schedule when specifically requested.

d. All ratings are reviewed by a least one party in AID. One copy is retained by the Mission; one is given to the employee; and two copies are forwarded to the parent agency.

7. Leasing of Quarters - In general, it is the policy of AID to favor private over government leasing and to reimburse employees through a living quarters allowance for the cost of renting quarters. However, the approach varies depending on the local conditions existing at post.

8. Furnishings - In general, basic items, necessary furniture, cabinets, screens, heaters (where no central heating exists), air conditioners, and draperies are supplied by AID. Also many missions loan out hospitality kits composed of linens, silverware, etc., for use until household effects arrive. Reference should be made to the Post Report or inquiries forwarded to the Mission Executive Office for details applicable to a specific post.

9. Separation at Post - PASA technicians who retire or separate at post are entitled to be paid authorized post differential on any unused annual leave accrued during assignment to AID. The U.S. Government will pay for the costs of the return travel to the separation residence (economy class) for technicians and dependents upon completion of the tour by the most direct economy class route for up to a year after retirement and they are entitled to the same unaccompanied baggage and Household Effects (HHE) allowances as a direct-hire employee.

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In connection with the separation of an employee from service, temporary storage is authorized for an aggregate period of three months for each separate lot of household effects. For effects already in storage in the United States, the three-month authorization commences from the last day in pay status. For effects originating overseas or in the United States (other than from storage), the three months authorized may be applied to storage-in-transit and/or storage at destination.

All official passports will normally be surrendered to the PASA employee's parent agency on termination of travel. However, when an employee retires at post, he/she shall surrender all official passports to the Mission/Embassy at post.

All medical examinations should be completed at post prior to separation.

10. End of Tour Report - is not required unless specifically requested by AID.

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III. Employee Orientation, Training, Medical Coverage, Leave and Security

A. Orientation

1. Standard Requirement - All PASA employees scheduled to go abroad for a long-term assignment are required to participate in AID's initial training course conducted in Washington, D.C. The primary objectives of this training course are to:

- Provide new hires with a basic knowledge of AID and an understanding of its objectives.
- Provide an insight to factors relating to living abroad as representatives of the United States.
- Develop in new employees a strong awareness of the importance of cross cultural and human relations in carrying out developmental work in foreign countries.
- Provide an understanding of the administrative aspects of living abroad within a USAID mission environment.
- Encourage new employees to be conscious of AID's management systems and developmental tools; and
- To acquaint new employees with techniques that may prove useful in coping with an unfamiliar cultural job environment.

2. Exceptions - PASA personnel may be authorized by M/PM/TD/PCT to take less than the complete New Entry training course when:

- There is an urgent need for the technician to arrive at post as soon as possible; or
- The PASA technician has had previous overseas experience working with developmental programs/project; or
- The PASA employee is a specialist under a loan program to host country and that country does not feel the complete training course is warranted.

3. Arrangements for Orientation are made by M/SER/OP with the Training Division (M/PM/TD). In addition to orientation training, there are self-study and country-specific briefing books covering the living conditions, environment and the AID programs of many developing countries. Some regional and country-specific materials are given to overseas travelers upon request. Persons on TDY may also receive select briefings and orientation, and are urged to find out about these briefings. Briefing materials are available from M/PM/TD upon request.

4. Dependents and Spouses may attend selected portions of the AID orientation course on a space-available basis. However, only one week per diem is allowed for spouses while attending an orientation session.

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5. Post Reports - PASA personnel are provided copies of post reports by M/PM/TD which are booklets prepared by the Department of State on living conditions in each country and post. They contain information on such subjects as the electric current in the country; what clothes to bring; recreational facilities; educational facilities; climatic and health conditions; etc.\*

B. Foreign Language Training - Foreign language courses are available at the Foreign Service Institute and PASA employees must acquire the foreign language competence required for a language designated position (generally S-2 or S-3). Language competence is tested by the Foreign Service Institute before the employee proceeds to the designated post. Language testing and course work will be arranged through M/SER/OP and M/PM/TD.

Under exceptional circumstances, language competence may be waived, only when the mission authorizes the removal of language requirements from the subject PIO/T.

C. Medical Coverage

1. General Policy - The general medical policy of the Department of State and AID is to assist all American employees and their dependents in obtaining the best possible medical care. This includes personnel of the Department and all agencies participating in the medical program agreement.

Each PASA employee is required to complete the Residence and Dependency Statement form AID 490-2. This form is maintained by AID and the applicable Participating Agency. This employee may include as dependents the following members of his/her family:

- Spouse, and
- Children who are unmarried and under 21 years of age or regardless of age, are incapable of self-support provided such incapacity existed on or before the 21st birthday of the child. The term shall include, in addition to natural offspring, stepchildren, and adopted children and those under legal guardianship of the employee or the spouse when such children are expected to be under such legal guardianship at least until they reach 21 years of age when dependent upon, and normally residing with guardian.

2. PA Employees Stationed in the United States - PA employees stationed in the United States must provide their own health benefits through their own Agencies.

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### 3. Foreign Service Medical and Health Programs

#### a. Medical Examination

(1) Medical Fitness Certification FC/PASA employees who will be assigned overseas and their dependents must either have a medical clearance from State/M/MED or an administrative waiver of medical clearance from SER/OP. Each PA deals directly with State M/MED in securing clearance. When it is not practical to have the examination performed by State/M/MED, it should be performed at the nearest Federal health facility or by a physician using State/M/MED forms and guidelines. Medical examinations are normally required every two years. Neither an employee nor a dependent may travel to post without State/M/MED clearance.

A medical examination is not required for a direct transfer from one mission to another provided the employee and his dependents have had a medical examination which provides for full medical clearance within the previous two years, and there have been no significant health changes since examination. However, a similar transfer of an employee with a limited medical clearance must be "reviewed" by State/M/MED.

NOTE: Immunizations, shots and vaccines are generally considered travel related and if not available from a public clinic, government reimbursement will be made when the expense is included by the employee as an item on the travel voucher.

(2) Children under Twelve Years of Age - children under twelve years of age are usually examined by the family pediatrician or physician. Reimbursement for such examination may be obtained as outlined in the letter of authorization.

(3) Separation Medical Examinations Upon completion of a foreign assignment with AID, an employee and dependents are required to have separation medical examinations. Although a person may forego the separation medical examination and clearance, in so doing, he/she loses the right to make future medical claims arising from foreign assignment.

(4) Duration of Medical Clearance a preemployment medical examination is valid for two years up to the age of forty and one year thereafter. However, once a person enters on duty, the normal time requirement between examination is two years. When appointment is delayed for six months after the examination, a review of medical eligibility must be made by submitting DS Form 1635 State/M/MD.

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b. Waivers of Medical Clearance - when a person is found to have a medical problem, an administrative waiver of the medical clearance may be authorized upon the advice of State/M/MD when:

- (1) There is no undue personal risk involved.
- (2) Adequate medical skills and treatment facilities are available at the post of assignment;
- (3) It appears that the medical problem would not require frequent medical treatment or medical evacuation will not become necessary; and
- (4) Assignment is in the interest of the U.S. Government.

c. Procedures for requesting waivers

(1) The responsible PA coordinator, after receiving the medical abstract, will contact the M/MED to review the circumstances of the case.

(2) If a waiver appears feasible, the PA coordinator will forward a memorandum to M/MED requesting advice concerning the medical feasibility of an administrative waiver.

(3) Upon the receipt of state M/MED comments on the proposed waiver, the PA will send a memorandum to M/SER/OP requesting that an administrative waiver be authorized and outlining the circumstances existing that warrant a waiver, giving the candidate's name, the job, the urgency that exists, and enclosing a copy of the supporting statement from M/MED.

(4) M/SER/OP will then review the request in light of the circumstances and recommendation from M/MED, and will notify the PA in writing with regard to the action taken.

Such an administrative waiver will have no adverse effect on the employee's benefits. A copy of the waiver must be forwarded to the medical director Department of the State and to the administrative officer at the post of assignment.

d. TDY Personnel - The office of Personnel Management under FPM Supplement 339.31 provides for a preembarkation medical examination for all GS employees going overseas on a TDY assignment of 90 days or longer. This does not imply that another examination will be performed after completion of the TDY. Clearances are issued by state M/MED after such an examination on a DS 823 form.

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GS employees performing TDY overseas under a PASA are not entitled to medical benefits under the Foreign Service Act. An employee is personally responsible for any medical expenses incurred and they may be submitted to the employee's health benefits carrier. Expenses related to injuries or illnesses caused or aggravated by an overseas assignment may be submitted to the Office of Worker's Compensation Program (Department of Labor) for adjudication and possible payment of expenses.

e. Long Term FC PASA Personnel On the other hand, a regularly assigned FC/PASA employee is entitled to full medical coverage under the Foreign Service Act for any illness occurring overseas which requires hospitalization, as well as medical evacuation. Failure by employees and/or dependents to obtain a full medical clearance from state M/MED prior to departure may result in forfeiture of these medical benefits under the program.

Hospitalization and hospital related outpatient treatment not resulting from misconduct or negligence are provided to employees and their dependents, but only for illness or accident incurred during or resulting from a AID overseas assignment. In addition, all expenses including medical evacuation and outpatient care incurred prior and subsequent to hospitalization are covered. In cases where hospitalization occurs overseas, upon receipt of the bill for medical expenses, the State M/MED will request the employee to file a claim with his health insurance carrier for the amount of the bill. The check is to be made payable to the Department of State for reimbursement to the extent of the insured coverage. Many Embassies maintain a dispensary with qualified medical and nursing personnel available.

f. Health Coverage Under the FS/ACT - Benefits do not apply while in the United States on home leave or for any other reason unless the illness or injury was sustained while serving overseas in a duty status. PASA employees are reminded that certain Federal Employee Health Benefit Plans are available to Federal employees and dependents to provide coverage for medical and hospitalization anywhere in the world. This will provide health coverage to the employee and family during home leave and while traveling in a non-duty status.

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#### 4. Leave

a. Annual and Sick Leave - Annual Leave is accrued and administered in the same manner as in the Federal Civil Service. However, foreign-based personnel may accumulate up to 45 days (360 hours) of annual leave rather than 30 days (240 hours). The employee's annual leave ceiling will continue at the accumulated figure not to exceed 45 days after returning to the Civil Service. If at any time his/her balance at the end of the year falls below 45 days, the new, reduced level becomes his/her ceiling.

Sick leave is accrued in the same manner as in the Federal Civil Service; i.e., four hours a pay period.

Participating Agencies are entitled to reimbursement for paid sick and annual leave taken by an FC employee during an assignment to an AID-sponsored project. When an employee retires or separates on conclusion of an assignment with AID, his/her agency is entitled to reimbursement of annual leave in the amount accrued during the employee's total assignment on AID projects less the leave taken during that period. In no case will AID be responsible for more leave than the employee has accrued during the course of his employment in conjunction with AID.

b. Home Leave "The prime objective of home leave is to insure that employees serving abroad return to the United States to renew touch with the American way of life, and so become better representatives of this country." At least 20 work days of home leave must be taken in the United States (including Puerto Rico or U.S. possessions if place of residence) for every 24 consecutive months outside the United States. An employee who has served less than 24 consecutive months outside the United States on his/her current assignment is not eligible for home leave unless official authorization for a shortened tour has been granted. In no case will home leave be authorized when less than 18 consecutive months have been served outside the United States. The location of the home leave residence must be specified on the Residence and Dependency Statement, Form AID 490-2.

Home leave is accrued by FC/PASA employees at the rate of 15 work days (3 calendar weeks) a year. The time requirement for home leave eligibility is extended by time spent in leave status in the United States, Puerto Rico, or any U.S. possessions during the tour of duty. For example, the overseas time requirement would be extended under the following conditions:

Employee arrives at post March 19, 1985 is eligible for home leave 24 months later, March 19, 1987.

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However, employee left for the U.S. on December 12, 1985, while on leave and entered the U.S. on December 14, 1985 (Saturday). Employee left U.S. January 5, 1986 (Sunday) and reached post January 8, reporting for duty the next day. The period of leave is 19 calendar days - Monday December 16 through Friday January 3, (first workday after arrival in U.S. through last workday before leaving the U.S.). The 19 days are added to March 19, making the adjusted home leave eligibility date April 7, 1987.

FC/PASA employees are eligible to take home leave only if "before" returning to the United States:

(a) They are scheduled to return to post; or

(b) Their names have been specifically proposed for another overseas assignment with a Federal or international organization.

As a general rule, leave time away from post is limited to 45 workdays excluding transit time and official consultation and training.

c. Granting of Leave

Leave will be arranged between the PASA employee and his/her immediate supervisor. In the case of team members, it will be worked out with the team leader; in the case of all other employees, it will be arranged with the project manager or supervisor.

Persons working at a host government ministry will coordinate their leave plans with their local government counterparts.

5. Security Regulations - AID security regulations apply to all PA employees (and dependents, when applicable) detailed or assigned to AID. PA employees assigned on a long-term basis must receive appropriate clearances before reporting for their AID assignment. In addition, PA personnel employed 30-60 days a year and who will be working in AID offices at any time during an assignment, are required to be cleared as soon as they are selected and before assignment on AID premises. No payment will be made to a PA for employee services performed for AID unless the employee has been security cleared in accordance with AID regulations.

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a. Responsibility for Security Investigation - rests with the Participating Agencies. Whenever the services to be performed are of a critical sensitive nature a full-field investigation is required. In all other instances clearance will be required as set forth below:

b. Overseas Assignment

(1) Services Up to 60 Days - Security clearance is required for TDYs up to 60 days in any 12 month period if the PA employee: a) has access to administratively controlled or classified material; b) is performing services on a regular basis on AID or Embassy premises; and c) attends internal AID/Embassy staff meetings on a regular basis. If any of the foregoing conditions are present, a National Agency Check and Inquiry (NACI) is required. Any extension or renewal of an assignment beyond 60 days must be approved by AID's Office of Security.

(2) Services of 60 to 130 days - A NACI is required when a detail is between 60 and 130 days in any 12-month period.

(3) Services of 130 days or longer - All PA employees providing services of 130 days or longer require a full-field investigation.

c. Security clearance of Services in the United States - is required for PA personnel who will be working in an AID building on a regular basis (2 to 5 days a week), or who have access to administratively controlled or classified material. This will require an NACI for a noncritical-sensitive position and a full-field investigation for a critical-sensitive position.

d. PA Security Clearance Certification to AID - Upon issuance of a security clearance, the PA will submit a certification to AID IG/SEC using Form AID 2-5, "Participating Agency Certification of Candidate's Qualifications" The Form AID 2-5 shall be accompanied by the employee's current SF-86, "Security Investigation Data for Sensitive Positions", together with copies of all the reports of investigation.

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#### IV. Travel of PA Employees and Transportation of Household Effects

This section covers travel regulations pertinent to PASA personnel; i.e., categories, conditions and modes of travel, personal shipments, and claims. It is based on the Uniform Foreign Affairs Regulations (Travel) and does not deal with domestic travel which is governed by each PA's own regulation.

##### A. Summary

1. Approval of Travel - All international travel must be approved by SER/OP and the appropriate AID/W Bureau or Office and cleared by the Mission as appropriate prior to the employee's departure.

2. Travel Originating in the United States - All arrangements for shipments originating in the United States should be handled by the Participating Agencies. Travel Arrangements will be made directly with the carrier or through U.S. Government contract travel agents.

3. Travel Originating Abroad - All travel and shipments originating abroad are the responsibility of the USAID and paid directly by the Mission. Private travel agents may be used for travel originating outside the United States provided: 1) the cost is not greater than if the arrangements had been made directly with the carrier, and 2) such arrangements are in conformance with the Foreign Service Regulations and have been coordinated with the Mission Executive Office.

4. Air Route Economy Class - AID will reimburse employees for travel costs incurred for the most direct route by the least expensive means. Travel by an indirect route is permissible on the traveler's expense based on constructive cost basis, any additional time is charged to annual leave. PA employees should use excursion, through, or any other special fares when available.

5. Rest Stops - Any scheduled flights in excess of 14 hours on an usually traveled route, including scheduled stopovers of less than 8 hours, when traveling by less than first-class accommodations, may be interrupted for a rest period of not to exceed 24 hours. The point of interruption should be midway in the journey or as near to it as the schedule permits. Per diem and necessary miscellaneous expenses are authorized. Rest stops are not authorized when travel is performed by an indirect route.

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6. Separation from the Service - When any PASA-FC employee is separated from AID, the actual departure of the employee and employee's family and the transportation of all effects shall not be deferred more than 12 months (6 months if only domestic travel is involved). The employee's separation residence is recorded on the Residence and Dependency Statement Form AID 490-2.

When an employee or dependent changes plans or home leave destination or separation residence and goes to another destination, he/she is entitled to travel (and shipment of HHE and automobile in the case of permanent return to the United States) on a constructive cost basis. In short, so long as it cost no more to go to his/her new destination than the one previously authorized, the government will pay for the move.

7. Midtour Transfer - When an employee makes a midtour transfer, the receiving or new post must pay for the travel to the new post and for shipment of automobile and HHE.

8. Children of Employee - Only children for whom an employee, or employee's spouse has legal "custody" and for whom medical clearance has been received may be included on a Travel Authorization.

9. Household Furnishings - Basic household furnishings are provided by most missions. Thus normally only personal possessions and one private motor vehicle may be shipped to post at government expense.

10. Per Diem Rates - A traveler is not automatically entitled to the maximum per diem rate while on TDY. Missions may set lower rates especially when a TDY is for an extended time period which permits the PA employee to take advantage of weekly, monthly or quarterly accommodation rates.

When the person traveling is paid from an AID/W account on a regular or full-time basis, the cost of travel is normally chargeable to the same activity as the cost of salary. TDYs are chargeable to Missions when the Mission is also paying salary and other cost. Frequently missions will pay travel and per diem cost of Washington assignees in order to obtain needed TDY services.

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Whenever a PASA employee is TDY's to a mission for more than thirty days per diem is usually paid by the AID mission that authorized the TDY. (See section IVD for additional information on per diem.)

B. Reimbursable Travel Expenses - In addition to the cost of air fare and per diem, a traveler will be reimbursed within official regulatory limitations for:

- Transfer, storage, and checking of baggage;
- Official communications, except those relating to personal arrangements which are included in the per diem cost (e.g. hotel reservation, requesting leave, inquiring into pay status, etc; which are per diem cost);
- Commissions for currency conversion or fees for travelers checks to be used outside the United States;
- Passport and visa photos, including copies of birth, health, or identity certificates;
- Passport and visa fees;
- Inoculations not obtainable from a Government dispensary; and
- Packing and necessary preparation for shipment: e.g. costs of unboxing and necessary cartage of unaccompanied or accompanied baggage/personal effect. The above services are usually arranged by the parent agency when enroute to post and arranged and paid directly by the mission when initiated overseas.

C. Categories of Travel - AID-financed travel is undertaken for different purposes and eligibility varies with the type of travel. The categories are as follows:

1. Temporary Duty - This type of travel, commonly referred to as "TDY", is for a short-term assignment without any permanent change in station or post. Dependents are not allowed to accompany the employee on TDY at government expense, except when the travel is in conjunction with other types of travel when dependent normally would be travelling with the employee; e.g., when a technician is authorized three days TDY stopover at an agricultural research station en route to post with dependents.

2. Travel to Post (Assignment Travel) - Travel for an employee and his/her dependents from the United States to the post of assignment.

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3. Home Leave - Travel for employee and dependents from post to the United States and return to post. In some cases, the employee may be reassigned to another overseas post during home leave.

4. Educational Travel for Dependents under 21 Years of Age - The following rules apply to educational travel of dependents:

a. Travel From Post to the United States

(1) Secondary Education - One round trip in a 12-month period annually from a foreign area to a high school in the United States is authorized for dependents under 21 years of age who have been outside the United States for 14 consecutive days prior to departure on the educational travel trip to the U.S. Such travel is in lieu of an education allowance if adequate schooling is not available at post.

(2) College Education - One round trip in a 12-month period from a foreign area to a college in the U.S. is authorized for dependents up to 22 years of age (before their 23 birthday) who have been outside the United States for 14 consecutive days prior to departure on the educational travel trip to the U.S., except where the child's transportation abroad within the 14 days was not at Government expense.

b. Travel From the United States to Post

(1) Secondary Education - One trip annually from the school in the U.S. to the employee's post in a foreign area is authorized for dependents age 20 (before 21st birthday, except educational travel to a foreign area shall not be authorized for the child where the responsible Government agency anticipates authorizing the employee's transfer to the U.S. or his/her travel for home leave within 30 days or the scheduled date of the child's departure for the post. If basic education delayed by military services before 21st birthday, see (2) below.

(2) College Education - One trip annually from a school in the U.S. is authorized to the employee's post in a foreign area for dependents 22 years of age (before the 23rd birthday), provided: 1) the child commences final travel within three months from the date the child finishes college education and 2) when the child's basic education is delayed by military service the age 22 limitation (before 23 birthday) is extended by one additional year for each year or fractional year of military service. Employee should consult mission executive officer for further details.

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5. Medical Travel - is travel of employees and/or dependents for medical reasons as approved by the M/MED or the Medical Officer at the post.

a. Eligibility for Medical Travel - PA employees and dependents who require medical care for illness, injury, or medical conditions (not the result of misconduct) while located or stationed aboard in a locality where there is no medical facility to provide such care are eligible to travel at Government expense to the nearest facility where suitable medical care can be obtained whether or not the medical care is at Government expense.

b. Authorization for Medical Travel - The Administrative Officer at the post may authorize travel, with the concurrence of the responsible office of the respective agency. This officer shall determine: 1) the medical need for travel; 2) the nearest locality where suitable medical care can be obtained; and 3) the medical need for one or more attendants.

6. Emergency Visitation Travel - Emergency visitation travel is granted to an overseas employee and/or eligible dependents to travel to the United States or other locations when there is an emergency situation in the employees immediate family; i.e., serious illness, injury or death.

Approval - Travel in emergency health situations other than death cases must be approved by state M/MED. Upon receipt of a request for emergency visitation travel, state M/MED will immediately make the appropriate inquiry to determine the seriousness of the illness or injury and will notify the mission of its decision to approve or disapprove the travel being requested.

Ordinarily, visitation travel relating to illness or death of a family member in the U.S. is authorized for only one family member. If the employee travels, the travel time to the U.S. is charged to administrative leave.

7. Rest and Recuperation (R&R) - At some posts, officially assigned employees are entitled to R&R travel, to a designated place which meets criteria as set forth in Section 901 of the FS Act of 1980.

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a. Authorization - R&R is authorized by the Mission Director and may be granted on the basis of one trip when the employee will be at post at least two years unbroken by home leave or two trips for a three year tour. Preferably R&R should be taken at mid-tour, and not sooner than six months after the start or six months before the end of a tour.

b. Charge to Leave - The employee's absence from post for R&R and necessary travel time is charged to annual leave. In addition, sick leave, earned compensatory time, or leave without pay, depending on circumstances, may be appropriate.

c. R&R Reimbursement - If an employee shortens his tour of duty to less than 24 months he/she may be required to reimburse the Government for R&R costs.

d. Per Diem and Unaccompanied Baggage are not authorized.

8. Advance Travel of Dependents Prior to Travel by an Employee - in certain cases, an employee's dependents may be authorized, before the employee's eligibility for travel, to return to employee's residence in the United States.

a. Authorization - Mission Director may authorized advance travel of employee's dependents when it is determined that the public interest requires the return of a member of the family for compelling personal reasons of a humanitarian or compassionate nature, including but not limited to, cases which may involve physical or mental health or death of any member of the immediate family.

b. Authorized Costs - Only one-way transportation will be authorized for advance return of the dependents.

c. Repayment Agreement - Before any obligation of Government funds is incurred, the employee shall execute a repayment agreement which provides for repayment to the government for the advance travel cost in the event: 1) he/she fails to complete the eligibility period for home leave; or 2) there is a change in dependency status which cancels the eligibility of the family member(s) for return travel to the U.S.

9. Delayed Dependent Travel - Dependents not Accompanying Employees - Dependents are encouraged to reside with the employee during his assignment. However, they are not required to accompany an employee to post, but must travel within 12 months after the employee arrives at post.

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10. Death of an Employee - Reasonable provisions are made for deceased employee or dependent(s) and accompanying family member to be returned to the United States. AID mission personnel are available for assistance in the event of an employee's death or that of a dependent.

D. Per Diem

Per diem is paid to persons on temporary duty away from post at rates established by the Department of State. A schedule of rates is published periodically as part of the Standardized Regulations. Rates are reduced where government guest accommodations are available. Persons enroute to post or returning to the United States for a permanent assignment are also allowed per diem. A traveler is not automatically entitled to the maximum per diem rate while on TDY. Missions may set lower rates especially when a TDY is for an extended time period which permits the PA employee to take advantage of weekly, monthly or quarterly accommodation rates.

1. Per Diem Covers

- lodging and meals,
- use of room and bath during the day,
- fees and tips, laundry, dry cleaning and pressing,
- telegrams and telephone calls related to personal arrangements for leave, pay, hotel reservations, etc.
- transportation between place of lodging and 1) business, and 2) meals or lodging when these cannot be procured at TDY station.

2. Maximum Rates - Per diem rates outside the United States are determined by the Department of State and in special cases by the Mission Director. Questions regarding the per diem rates in the host country should be referred to the Mission Administrative Officer.

3. Consultation Per Diem - Per diem is only payable for consultation when the period of consultation begins immediately upon employees arrival in the U.S. When home leave destination is in the Washington metropolitan area no per diem is allowed.

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4. Per Diem for Families in Host Country When Employee is on TDY, En Route to or from Post

a. Many PASA employees are stationed outside the capital city of a host country. Often it is important that the employee and family spend time in orientation, training, or consultation enroute to the new place of assignment. In such cases, per diem may be authorized for up to 30 calendar days for the employee and accompanying dependent(s).

b. Up to three days layover per diem may be authorized for an employee and his family coming from an outlying post to mission headquarters for obtaining immunizations, visas, storing effects, and so forth.

NOTE: No per diem is allowed family members traveling with the employee in conjunction with attendance at a conference or meeting, except when dependents are traveling with employee enroute to post. (See IVC1)

5. Orientation or Consultation - Employees in the U.S. for orientation, consultation are entitled to the following per diem rates:

a. For the initial 30 days of temporary duty in one location, the employee will be reimbursed at a daily rate of 100 percent of the current maximum per diem rate. If no lodging cost is incurred, the employee's per diem will be reduced by 50 percent. If lodging is furnished at nominal cost the employee will be reimbursed 50 percent of the daily rate plus the actual cost of lodging not to exceed the maximum allowable per diem rate.

b. For the 31st through the 120th day of temporary duty, the employee will be reimbursed at the daily rate of 50 percent of the current maximum per diem rate.

c. For the 121st day and beyond of temporary duty, the employee will be reimbursed at the rate of 25 percent of the current maximum per diem rate.

6. Patients, Medically Evacuated to Areas Outside U.S. - Allowable per diem rates for employees or eligible dependents in connection with medical travel are as follows: 1) the full rate for the first 120 days; and 2) one-half the regular rate for each additional day to a total of 180 days under the following circumstances:

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a. During the course of travel to and from the nearest locality where suitable medical care can be obtained if such travel is authorized;

b. During necessary delays prior to admission to a medical facility for treatment, and delays after discharge while awaiting return travel to post; and

c. During period of necessary outpatient treatment.

NOTE: Per diem is not payable when the traveler receives hospitalization and meals, or is reimbursed for them.

7. Patients Medically Evacuated to the United States - The employee or eligible dependent medically evacuated to the United States under the circumstances described above will be paid per diem at the maximum per diem rate until the evacuee receives medical clearance to return to post, or, for a period not to exceed a maximum of 180 days, exclusive of any period of hospitalization.

E. Travel Conditions - Modes of Travel

1. Policy - Government-financed air travel must be performed on U.S. air carriers where such service is available. U.S. Government employees are expected to schedule their trips to make use of U.S. air carriers.

2. Exceptions - U.S. air carrier service should be used for all travel except:

(a) When use of such service would interfere with the accomplishment of an essential mission.

(b) When unaccompanied children (16 years of age or younger) would have to change airports at an interchange point, overnight at such points, or experience delays in excess of 3 hours at the interchange point.

(c) When it has been determined that delay could be detrimental to the health of the traveler, an employee or dependent, or when traveling under emergency visitation or medical evacuation orders.

(d) When an official traveler is denied boarding by a U.S. carrier, the traveler may accept a seat provided by the airline's representative on a foreign flag flight.

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(e) Where a foreign currency must be used for travel and a U.S. airline will not accept such currency.

(f) When the gateway airport is the traveler's origin or destination airport, and the use of U.S. air carrier service would extend the time in a travel status, including delay at origin and early arrival at destination, by at least 24 hours.

3. Justification of the Use of Foreign Carrier - The traveler must attach a justification for using a foreign flag carrier to travel voucher. If an employee travels on a foreign airline when a U.S. carrier could have been used and his explanation is not acceptable, he can be required to refund the cost of his flight to the U.S.

4. Responsibility for Government Travel Requests (GTR) - PA employees are responsible for seeing that nothing happens to their GTR. It is suggested that xerox copies be made of the GTR and travel authorization for convenience reference in the event they are lost. If a GTR is lost or stolen, the nearest Agency, AID, or Embassy administrative officer should be notified as soon as possible.

5. Types of Travel

a. Accommodations on Airplanes - It is the policy of the U.S. Government that travelers use less than first-class accommodations when traveling by air. However, there are limited and specific circumstances when the use of first-class accommodations may be necessary.

(1) When there is no space available in less than first-class accommodations on any scheduled flight in time to carry out the purpose of the official travel, which is so urgent that it cannot be postponed.

(2) When the physical condition of the traveler, as certified by competent medical authority requires the use of first-class travel.

(3) When exceptional circumstances essential to the successful accomplishment of the mission require the use of first-class travel.

b. Taxis and Buses - Travelers should use buses between hotels and airports unless taxis are cheaper or buses are not available. To the extent possible and customary, public transportation should be used for in-country travel.

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c. Use of Private Motor Vehicles - When authorized, PA employees may travel by privately owned vehicles to posts in Central America or between posts and be reimbursed up to a cost equivalent to less-than-first class air fare. Time involved over and above that normally required to traverse the customarily traveled route will be charged to annual leave or leave without pay. Reasonable time is allowed for this travel. In general, the governing criteria is that the government will pay for travel by a privately owned motor vehicle so long as the cost does not exceed that for air transportation for the family plus shipment of the vehicle and baggage.

d. Transportation to and from airport by Private Car - An employee may be reimbursed for the use of a private automobile to and from the airport at the current mileage rate so long as the cost does not exceed the equivalent taxi fare (plus tip).

e. Travel by Boat - Travel by boat is authorized only when there has been a medical certification that to fly would be hazardous or detrimental to a person's health.

6. Stopovers - When a scheduled flight exceeds 14 hours including stopovers of less than eight hours, a rest period stopover of NTE 24 hours is allowed. Preferably it should be as near the midpoint of the trip as feasible. No rest stopovers are allowed when a person goes first class or by an indirect route.

7. Time Zone Adjustment - Travelers flying a direct route covering five or more time zones without interruption are entitled to up to 24 hours time zone adjustment period before reporting to duty at their destination post. When flight is of such duration that it includes an authorized rest stop, the same consideration should be given at the conclusion of the trip, provided there is a difference of 5 or more time zones between point of departure when travel was resumed and the destination point.

F. Shipment of Effects and Private Motor Vehicle - it is AID's policy to use American flag ships for transportation of effects and motor vehicles unless they are not available or their use is not feasible.

1. Baggage

a. General - Employees and family members on regular travel are allowed to carry up to 30 kilos (66 pounds) accompanying baggage at government expense.

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b. Excess Personal Baggage on Home Leave - Employees on home leave may carry with them 22 excess pounds in addition to the standard 30 kilos (66 pounds) in lieu of unaccompanied baggage allowance. However, all family members must choose the same type of baggage allowance.

c. Baggage Allowance for R&R or Visitation Travel - Traveler is restricted to the regular 20 kilos (44 pounds) airline allowance for R&R or visitation travel.

d. Unaccompanied Baggage (Air Shipment) - Unaccompanied baggage for persons on long-term assignments is allowed as follows:

First person traveling	250 pounds
Second person	200 pounds
Third person	150 pounds
Additional persons	100 pounds each

It is expected that unaccompanied baggage (clothes, cooking utensils and other items which will be needed immediately on arrival) will be shipped at approximately the same time the traveler departs. Unaccompanied or extra weight allowance usually is not authorized for travelers on TDY.

e. Family Pets cannot be shipped at government expense.

f. Layette Allowance - A special one-time layette allowance of up to 250 pounds is authorized 120 days before delivery or NLT 45 days after the birth of a dependent child when suitable layette items are not available at post.

## 2. Shipment of Household Effects (HHE)

a. Definition - HHE - includes furniture, and household and personal items including automotive parts and accessories. Boats, aircraft, animals (family pets), birds, and plants are excluded. These must be shipped at owner's expense. When it is determined that suitable government furnished quarters are available, limited shipment of effects will be authorized and the remainder stored at Government expense. A limited shipment post is one where AID furnishes or arranges for the furnishing of basic household furniture and equipment. In such cases, HHE are expected to be mainly personal items, books, apparel, family pieces, silver, sporting equipment, and so forth.

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b. Method of Shipment - The pack and create method is used for shipping HHE. In this method, all facets of shipping HHE are separately handled by the government, namely packing, shipping, and unpacking at destination point.

c. U.S. Dispatch Agent - All surface shipments are to be made through U.S. dispatch agents located in New York, Baltimore, San Francisco, and Miami. Shipments from ports with no dispatch agents; e.g., Boston, Houston, or Long Beach, California, will be arranged by the nearest dispatch agent.

d. Insurance - Employees should insure shipment of HHE at their own expense since provisions for recovery in case of loss through government channels are limited.

e. Shipment of Guns and Weapons - Guns or other weapons intended for hunting customarily require a special export license and usually a specific import permit from country of destination.

f. Weight Allowance for Shipment and Storage of Effects

The combined shipment and storage of effects allowance has been established at the statutory limit of 18,000 pounds, net weight, for each employee, regardless of family status.

The limited shipment allowance is set at 7,200 pounds, net weight, for each employee, regardless of family status, and will be authorized in lieu of full shipment when post provides adequate furnishings.

On return to the United States, an employee occupying Government furnished quarters will be authorized the appropriate limited shipment allowance specified above, together with the net weight of effects in storage at U.S. Government expense.

g. Shipment of Effects from the Washington, D.C. Area

The Department of State has entered into contract with certain packing firms for shipment of unaccompanied air freight, HHE, and private vehicle from the Washington, D.C. area. All persons in the Washington, D.C. area being transferred overseas are urged to use these firms. Names of firms are available from M/SER/MO/TTM.

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However, if a person prefers to use another firm, he/she will only be reimbursed for the average price charged by the approved firms. Any cost above the average price will be the employee's responsibility.

h. Excess Weights, Weight Estimates - Employees are responsible for paying for any excess weight in their shipment or any costs incurred in connection with shipment or storage of their possessions not in accordance with AID regulations.

PASA personnel should consult either their own administrative officer or the AID mission regarding precautions to ensure that excess weight charges are not inadvertently incurred.

Wherever possible, employees should obtain a written estimate of net weight from the packing company. Written instruction should be given to the packer as to what to store and what to ship and written acknowledgement of these instructions retained for future reference.

NOTE: Regardless of what weight is estimated by the packing company, charges are based on actual weight shipped. A list of the average net weight of various pieces of furniture and household articles is available from M/SER/MO/PP.

3. Shipments of Privately Owned Motor Vehicles - The authorization for the shipment of a privately owned motor vehicle is based on a policy decision that an employee's effectiveness at an overseas post of duty is enhanced thereby. The cost of transporting a motor vehicle is allowable only when it is owned by the employee or a member of the employee's family authorized to travel. Only one privately owned vehicle may be shipped at government expense.

a. Foreign-Made Vehicles purchased and delivered in the United States may be treated in the same manner as a U.S.-manufactured motor vehicle for the purpose of transportation. A foreign-made, foreign-purchased motor vehicle may be shipped to or between posts, but may not be shipped to the United States at Government expense unless it qualifies under one of the provisions stated below:

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(1) Was purchased by a new appointee at least 3 months prior to the notification of appointee's selection for appointment; or

(2) Cannot legally be sold or disposed of at the overseas post of assignment; or

(3) Must be shipped for evacuation purposes; or

(4) Was purchased for use in a country where the following conditions apply:

- Local laws or other requirements permit only the operation of right-hand drive vehicles; or
- Parts and services are not available for American vehicles at the post; or
- Use of foreign-made vehicles is necessary for reasons of personal safety of employees.

Any vehicle which would qualify for shipment to the United States under the provisions of paragraph a above remains qualified for shipment to the United States even if subsequently shipped to a post that is not eligible under the provisions of paragraph a.

Authority to ship a foreign-made, foreign-purchased motor vehicle under any of the general exceptions above must be contained in the employee's travel authorization.

b. Periodic Replacement - A replacement vehicle may be transported at government expense when:

(1) there is a lapse of at least four years between the initial date of shipment of the vehicle at the employee's present or previous post and the date when transport of a replacement vehicle will commence; and

(2) The employee has remained in continuous service outside the United States during that four-year period (home leave or TDYs are not considered as breaks in continuous foreign service); and

(3) A year or more has elapsed since a motor vehicle had been shipped between foreign posts\*; and

\* A period of only nine months is required when the employee has only an 18-month tour of duty.

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(4) On the date the request for replacement is made, the employee is scheduled to remain at post at least a year; and

(5) The employee is assigned to a post which is 200 or more miles from the continental United States or the use of sea transportation would be required to carry the motor vehicle from the continental United States to the employee's post; and

(6) The employee has not used a constructive cost shipment of a new motor vehicle under the authority of 6 FAM section 163a or of previous state or agency elective alternative authorities during the prior 4-year period.

c. Emergency Replacement - Cars which become inoperative due to civil disturbance, fire, theft, severe climatic or driving conditions may be replaced in four years.

4. Shipment of Alcoholic Beverages - Alcoholic beverages not accompanying travelers are forwarded through commercial channels and not shipped in care of Dispatch agencies. Owners will be responsible for clearance and payment of import duties as well as Federal and State taxes to the customs authorities without the assistance of Dispatch Agencies.

5. Claims for Personal Property Losses - PASA employees may file claims against the U.S. Government for loss of personal property when the loss or damage is incidental to the employee's service and possession of the property is reasonable, useful, or proper under the circumstances.

a. Claims should be filed with the Executive Officer at the post where claimant was at the time claim occurred or his representative in the United States where there no longer is an active AID mission. If loss arose in the United States, it should be filed with claimant's office or division head. An authorized agent may file a claim on behalf of the employee.

b. Claims must be filed in writing within two years after they have occurred. However, if the claim occurs during a period of hostilities involving U.S. military forces, the period may be extended.

c. Claims are processed by the Department of State and forwarded to AID for final approval and arrangement of payment. AID then notifies the agency involved which pays the employee, and sends a bill to AID for reimbursement.

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d. Claims will be considered in cases of: (1) civil disturbance; (2) natural disaster; and (3) theft when occurring in quarters outside the United States occupied by claimant, a warehouse, or from baggage, or (4) HHE or motor vehicle under jurisdiction of an agent or entity authorized by official travel orders.

e. Special precautions must have been taken for a claim involving loss of money to be honored.

f. Claims will not be honored for: (1) easily pilferable articles shipped as HHE or unaccompanied baggage (e.g., jewelry, cameras, etc.; however, a claim is in order if such items accompany the traveler); and (2) warehouseman, or carrier.

For further details, including the limits placed on certain items or category of items (example, \$1,000 for books), consult mission or agency administrative officers.

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CODE OF ETHICS  
FOR GOVERNMENT SERVICE

ANY PERSON IN GOVERNMENT SERVICE SHOULD:

Put loyalty to the highest moral principles and to country above loyalty to persons, party, or Government department.

UPHOLD the Constitution, laws, and legal regulations of the United States and all governments therein and never be a party to their evasion.

GIVE a full day's labor for a full day's pay; giving to the performance of his duties his earnest effort and best thought.

SEEK to find and employ more efficient and economical ways to getting tasks accomplished.

NEVER discriminate unfairly by the dispensing of special favors or privileges to anyone, whether for remuneration or not; and never accept, for himself or this family, favors or benefits under circumstances which might be construed by reasonable persons as influencing the performance of his governmental duties.

MAKE no private promises of any kind binding upon the duties of office, since a Government employee has no private word which can be binding on public duty.

ENGAGE in no business with the Government, either directly or indirectly, which is inconsistent with the conscientious performance of his governmental duties.

NEVER use any information coming to him confidentially in the performance of governmental duties as a means of making private profit.

EXPOSE corruption wherever discovered.

UPHOLD these principles, ever conscious that public office is a public trust.