Analysis of Service Contract Inventory for FY 2012

I. INTRODUCTION

The United States Agency for International Development (USAID) is recognized as a central pillar in our national security strategy. Its development mission is to shape and sustain a peaceful, prosperous, just, and democratic world for the benefit of the American taxpayer and people around the world. The Agency is uniquely committed to fostering innovative development solutions for stability and progress.

In accordance with Section 743 of Division C of the Fiscal Year (FY) 2010 Consolidated Appropriations Act, P.L. 111-117, civilian agencies are required to prepare an annual inventory of their service contract actions to determine whether the contractors' skills are being utilized in an appropriate manner.

As stated in the U.S. Office of Management and Budget (OMB) Memorandum of December 19, 2011 entitled, Service Contract Inventories, by December 30, 2013, USAID must submit a report for public disclosure on its analysis of the FY 2012 service contract inventory to determine if contract labor is being used in an appropriate and effective manner. Further, the report must state whether the mix of federal employees and contractors in the Agency is effectively balanced. At a minimum, the analysis should identify:

- The special interest functions Product Service Codes (PSCs) studied by the Agency;
- The methodology used by the Agency to support its analysis;
- Actions taken or planned by the Agency to address any issues with compliance.

The analysis provides a listing of the required service contracts with contract-related information as required in the Office of Federal Procurement Policy's (OFPP) guidance. The report is divided into four main parts:

1) Special Interest Functions Studied
Summarizes the special interest functions studied, the dollars obligated to those specific PSCs in FY 2012, and the rationale for focusing on the identified functions.

2) Methodology
Discusses the methodology used to select questionnaire and interview participants and develop the questions included.

3) Findings
Reports the questionnaire and interview results and draws conclusions based on these results. These findings explain the use of the various PSCs and the questionnaire-specific elements. Recommended actions are also discussed in this section.

4) Related Agency Contract Initiatives
Outlines related Agency contract initiatives that provide increased oversight and scrutiny for contract activities ranging from a re-examination of contract coding to Agency Acquisition and Assistance (A&A) planning.

Finally, after analyzing key factors included in the Service Contract Inventory Questionnaire, concrete conclusions are articulated to continue setting effective priorities that align with the Agency's strategic goals.

II. SPECIAL INTEREST FUNCTIONS STUDIED

During FY 2012, USAID had a total of 3,159 service contract actions in all PSCs with a total obligation value of $4,873,557,049. The number of contractor employees was approximately 13.2 million, not including first tier subcontractor employees.[1][2] The services play various roles in achieving agency objectives; a detailed description of each service can be found in **Table B - 1** in **Appendix B**.

In accordance with guidelines from the OMB's Office of Federal Procurement (OFPP), this analysis focuses on contract actions over $25,000 in "special interest function" PSCs. During FY 2012, USAID performed contract actions in 10 of the 15 special interest function PSCs. The five special interest function PSCs with no contract actions included the following codes: B505 Cost Benefit Analyses, D310 ADP Backup and Security Services, R413 Specifications Development Service, R423 Intelligence Services, and R414 Systems Engineering Services.

In this fiscal year, USAID had a total of 1,464 contract actions with an individual obligation greater than $25,000 in the remaining 10 special interest function categories. The total value of these contract actions was $748,528,875. These totals include all actions for any active contract action in 2012 in these categories.

The Agency evaluated three codes of interest in addition to the required special interest function PSCs: R421 Technical Assistance, R499 Other Professional Services, and C123 Electric Power Generation (EPG). These three additional codes are of interest because they each account for the largest percentages of obligation value during the reporting period. The cumulative value of service contract actions in these three PSCs was $2,794,626,043. Like the special interest functions, each contract action had a minimum value above $25,000. PSC 408 Program Management/Support Services is also among the largest percentages of value but is included as one of the 10 special interest function categories.

In total, 13 Product Service Codes were assessed with a total of 2,275 contract actions. The combined award value total was $3,543,154,917. This subset of contracts represents 72.0 percent of the Agency's total service contract inventory and 72.7 percent of the obligation value. The full inventory can be found in **Appendix A**.

Corresponding to the figures described in the discussion above, **Table 1** summarizes the inventory subset that was analyzed. Please note that the percentages reported in this table are the percentages of the Agency's total service contract inventory, which includes *all* PSCs.

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[1] The actual figure retrieved from the database was 13,208,217 contractor employees; however, due to a lack of reporting by some contractors and the possibility of the query system returning a small number of false positives, this figure is approximate.

[2] The Agency does not collect or maintain any information related to subcontractors.

Table 1: Summary of the 13 Product Service Codes (PSC)

PSC	Description	Contract Spending	Percent of Total	Count	Percent of Total
Special Interest Functions					
D302	ADP Systems Development Service	$3,015,855	0.1%	5	0.2%
D307	Automated Information System Services	$674,360	0.01%	9	0.3%
D314	ADP System Acquisition Support Services	$36,239,923	0.7%	66	2.1%
R406	Policy Review/Development Services	$12,106,123	0.2%	8	0.3%
R407	Program Evaluation Services	$6,701,402	0.1%	8	0.3%
R408	Program Management / Support Services	$313,224,800	6.4%	267	8.5%
R409	Program Review/Development Services	$15,518,382	0.3%	4	0.1%
R425	Engineering and Technical Services	$233,703,858	4.8%	95	3.0%
R497	Personal Service Contracts	$103,956,417	2.1%	967	30.6%
R707	MGT SVCS/Contract & Procurement	$23,387,755	0.5%	35	1.1%
Subtotal		**$748,528,875**	**15.4%**	**1,464**	**46.3%**
Largest Percentage of Obligations					
R421	Technical Assistance	$1,562,815,747	32.1%	464	14.7%
R499	Other Professional Services	$973,530,723	20.0%	338	10.7%
C123	Electric Power Generation (EPG)	$258,279,573	5.3%	9	0.3%
Subtotal		**$2,794,626,043**	**57.3%**	**811**	**25.7%**
Grand Total		**$3,543,154,917**	**72.7%**	**2,275**	**72.0%**

Note 1: The total obligation value is $4,873,557,049 and includes contract actions in *all* PSCs included and excluded from this table
Note 2: Totals might not sum due to rounding

III. METHODOLOGY

For this analysis, a combination of methods and tools were utilized to collect data, including information from the contract database, interviews with USAID Contracting Officers (COs) who have the authority to administer contracts and USAID Contracting Officer Representatives (CORs) who oversee and manage the projects, and a questionnaire distributed to COs and CORs determining whether specific contract policies and procedures are in place.

Methodology for Survey Distribution and Collection

Developing the Contract Actions Sample

Beginning with the original population of 2,275 contract actions in the 13 categories, the inventory was first filtered to include only those with a place of performance in the United States. USAID's Management Support Service Contracts (MSSCs) are predominantly performed in the U.S. making this a representative sample. Second, the data were then filtered to include only one contract action per contract. This eliminates the possibility of one contract being analyzed multiple times. This filtered sample included 495 contract actions that were then analyzed within the contract database.

Additionally, two sub-samples were developed, one that was used for the survey and interviews of COs and the other for CORs. The COs and CORs were chosen for interview based on the contract actions in his or her portfolio, selecting those who had a large percentage of contract actions within a PSC or had a large percentage of the value of obligations within the PSC. Other COs and CORs were chosen from each PSC grouping to ensure a representative sample of contract actions for each PSC. Ultimately, the

surveys were distributed to 17 COs, encompassing 184 contract actions and 34 CORs encompassing, 143 contract actions with 53 contract actions included in both surveys. A total of 274 contract actions were included in the survey. The COs and CORs who did not respond to the survey were contacted for interviews in addition to respondents with answers provoking further investigation.

As per OMB guidelines, priority consideration was given to contracted professional and management services and information technology support services, ensuring they were adequately represented in the sample. Review of professional and management services included acquisition support and an appropriate sampling of policy and program management and development services.

Table 2 below shows the number of contract actions in each PSC and the percentages of the totals that were reviewed for the analysis.

Table 2: Summary of the Contract Actions Reviewed by PSC

PSC	Total Number of Contract Actions	Number of Actions in Reviewed Sample	Percent Reviewed
Special Interest Functions			
D302	5	2	40.0%
D307	9	6	66.7%
D314	66	25	37.9%
R406	8	1	12.5%
R407	8	1	12.5%
R408	267	58	21.7%
R409	4	0	0.0%
R425	95	22	23.2%
R497	967	243	25.1%
R707	35	11	31.4%
Subtotal	*1,464*	*369*	*25.2%*
Largest Percentage of Obligations			
R421	464	63	13.6%
R499	338	63	18.6%
C123	9	0	0.0%
Subtotal	*811*	*126*	*15.5%*
Grand Total	**2,275**	**495**	**21.8%**

Survey and Interview Questions

The surveys distributed to COs and CORs included 12 identical or nearly identical questions in both surveys and a small number of additional questions specific to the CO or COR roles. The survey administered to COs had 14 multiple-choice style questions with eight brief explanations when applicable. The survey administered to CORs had 13 multiple-choice style questions with seven brief explanations when applicable. The questions were developed to gage the level of compliance and detect any improvements needed to maintain or reach full compliance in the future.

The questions were specifically designed to confirm or determine the following:

- All COs and CORs have proper training and certifications to oversee contract actions

- Each contract in the inventory is being performed in accordance with applicable laws and regulations, specifically focusing on inherently governmental functions
- The level or performance on each contract adequately meets all specified standards
- The Agency is not using contractor employees to perform critical functions in such a way that could affect the ability of the Agency to maintain control of its mission and operations
- There are sufficient internal Agency resources to manage and oversee contracts effectively

IV. FINDINGS

In total, a sample of 495 contract actions, or 21.8 percent of the population in the 13 categories, was evaluated qualitatively in the database. For the survey portion of the analysis, 11 COs and 24 CORs responded to the survey with responses pertaining to 154 contract actions, or 31 percent of the sample. The following measurements were extrapolated from the survey results along with information reported in the contract database. A summary of the analysis is below.

- Based on review of the contracts, the Agency determined that USAID contract oversight and management are compliant with federal and Agency-level statutes and regulations.
- The Agency identified only two contracts as part of this review as having activities that are closely associated with inherently governmental functions. Both contracts had waivers allowing for the functions to be performed and were within regulations.
- The CO scope of work review process, as well as the COR activities, are considered more than adequate to ensure that the work performed by the contract has not changed or expanded during performance to become an inherently governmental function. The CO scope of work and COR activities have not changed from previous years and have always remained adequate.
- USAID is not using contractor employees to perform critical functions in such a way that could affect the Agency's ability to maintain control of its missions and operations. The provisions of these expert functions do not affect the Agency's ability to operate. Specifically, this occurs with Personal Service Contracts (R497) whose technical expertise ranges from science and technology to filling short-term surge needs. Below are further conclusions regarding Personal Service contracts;
  - The Agency has not entered into any unauthorized Personal Services contracts in violation of the provisions in FAR 37.104.
  - A majority of the Personal Service Contracts (R497) reviewed supported services that help local partners advance peace and democracy in priority countries in crisis. These personnel were assigned in countries to provide fast, flexible, short-term assistance targeting key political transition and stabilization needs.
- There are sufficient internal Agency resources to manage and oversee contracts effectively. Data collected and analyzed confirmed that the acquisition workforce assigned to the contracts had the appropriate training, experience and expertise to understand the requirements and proper contract administration in accordance with Agency policy and procedures. However, an effort should be made to ensure all COs are maintaining 80 continuous learning points of skills currency training and all CORs have a signed COR designation letter pertaining to each award in their purviews.

- No specific contracts were identified as having been poorly performed because of excessive costs or inferior quality.

The need for enhanced guidance to re-assign the correct PSC coding of contracts was evident from the contract review. USAID is in the initial stages of determining how best to instruct Agency employees to better identify and code the type of service or product. The Agency has also placed a renewed focus on conducting contractor past performance reviews.

Lastly, in accordance with GAO report "Civilian Service Contract Inventories – Opportunities Exist to Improve Agency Reporting and Review Efforts" (GAO-12-1007) and as directed by OMB to improve how compliance with statutory and OMB requirements are monitored, USAID has designated the Assistant Administrator, Bureau for Management, Angelique Crumbly, as the accountable official for ensuring appropriate internal management attention and responsiveness. The designated official's role will be to improve civilian agency compliance for compiling, reviewing, and reporting on inventories, ensuring appropriate internal management attention and responsiveness in the future.

V. RELATED AGENCY CONTRACT INITIATIVES

Given USAID's commitment to improving the Agency's use of contractors, there have been several support actions and initiatives already underway Agency-wide to ensure appropriate contracted functions. Key initiatives which provide increased oversight and scrutiny for contract activities have been incorporated in Agency Acquisition and Assistance Planning Policy. These initiatives ensure workforce recruitment, retention, and procurement processes provide sufficient oversight of contractor performance. A brief description of the objectives of these activities is provided below.

Senior Management Review of Planned A&A Awards

USAID's acquisition and assistance portfolio continues to represent the greatest share of the Agency's annual spending. The Agency currently spends upwards of 80 percent of all Agency spending through acquisition and assistance awards. Planned actions for FY 2014 include 175 major competitions that have an estimated value of $25 million or greater. In FY 2013 USAID issued a new written policy requiring reviews of large planned competitions to increase senior management engagement and accountability for acquisition and assistance, ensure more rigorous project design and costing standards, establish greater linkages between Washington and field activities and result in more effective implementing mechanisms. The operationalization of this new policy resulted in greater Assistant Administrator and Agency Administrator level input at the planning and design stages of the competitive process and stronger alignments with Agency objectives and priorities. The new process also responds to a 2007 recommendation from the Helping to Enhance the Livelihood of People Around the Globe (HELP) Commission, a bi-partisan group consisting of members from Congress, development practitioners, the private sector, and others. The HELP Commission recommended that major contracting decisions be closely supervised by Assistant Administrators and their deputies given the key role of contracts and grants in accomplishing the Agency's mission.

Past Performance Reporting

USAID has been working diligently this fiscal year to meet contractor past performance reporting goals as set by OMB. Past performance reporting is critical and will remain an integral and expected part of the Agency's contractual process. The Agency requires all COs and CORs to complete substantive assessments on prior year contracts with detailed justification for the rankings.

The Agency will continue to intensify its focus on past performance reporting, urging COs and CORs to continue to complete assessments. USAID maintained its positive trend of improving its past performance reporting reaching 30.5 percent in FY 2013, an increase of nearly 20 percentage points over FY 2012. This has only been possible by prioritizing this mandate, galvanizing the Agency's COs and CORs, and maintaining the support and engagement of Agency leadership needed to accomplish this work. By making past performance reporting an integral part of regular business practices, the Agency will improve the impact that past performance reporting can have in selecting the best possible partners to accomplish its mission.

Human Capital Planning

All human capital (HC) goals and objectives cascade from the Joint Department of State, USAID Strategic Plan, Performance Planning process, and USAID's own Agency Strategic Budget. These HC goals are then integrated into USAID's Workforce Planning efforts and updated continually. After implementing and evaluating the HC initiatives outlined in these plans, USAID considers results and feedback to alter the Agency's strategic hiring and budget planning processes for the following year. Some of the HC initiatives included in these plans are gap analysis, competency management, position planning and organizational support.

Since 2008 the Agency has met its annual hiring goals by substantially increasing the size and changing the demographics of the Foreign Service. This includes the Agency's increased capabilities in recruitment, hiring, training, and staff development, further enabling the Agency to accomplish its strategic goals and objectives. The HC initiative has allowed USAID to increase direct hire staff for oversight and stewardship functions of contracts and contractor performance.

In FY 2014, USAID will continue to focus on the deployment of staff to critical priority locations overseas and on developing its newly expanded staff. In addition, USAID will continue the new program of the Office of Personnel Management as a graduate of the pilot for the new Human Resource Statistics (STAT) System of HC planning and monitoring. This system is another tool that will enable USAID to increase efficiencies in workforce planning.

VI. CONCLUSION

The analysis of service contract actions determined that contractor labor is being utilized in an appropriate manner. The analysis also found that there are few inherently governmental functions being performed by contractor staff, and those that are have appropriate waivers. The Agency has adequate safeguards and monitoring systems in place to ensure that work being performed by contractors has not changed or expanded to become inherently governmental and that the work could not affect the ability of the Agency to maintain control of its mission. No contracts have been identified as being poorly performed due to excessive cost or inferior quality. There are sufficient resources to

manage and oversee these contracts effectively and to ensure this remains in future years, it is necessary to continually review and evaluate functions and processes in place for the Agency's daily operations and programs. In addition, proper training will continue to be provided and competency standards of the acquisition workforce will be regularly assessed to ensure a sound and knowledgeable workforce that is fully equipped to perform assigned duties.

Appendix A

Figure A - 1: USAID Service Contract Inventory Summary

Special Interest Functions		Obligations	% Total Obligations	Contract Type Analysis (as % of PSC Obligations)				Competition Analysis (as % of PSC Obligations)				Time of Obligation Analysis (as % of PSC Obligations)			
				Fixed Price	Cost	Time & Materials/Labor Hours	Other	Competed	Not Competed	Not Available for Competition	Blank	Q1	Q2	Q3	Q4
B505	COST BENEFIT ANALYSIS	$0.00	0.00%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
D302	ADP SYSTEMS DEVELOPMENT SERVICES	$3,015,854.83	0.06%	51.82%	48.18%	0.00%	0.00%	100.00%	0.00%	0.00%	0.00%	0.00%	28.98%	0.00%	71.02%
D307	AUTOMATED INFORMATION SYSTEM SVCS	$674,360.41	0.01%	30.11%	0.00%	69.89%	0.00%	89.34%	10.66%	0.00%	0.00%	0.00%	27.54%	27.89%	44.57%
D310	ADP BACKUP AND SECURITY SERVICES	$0.00	0.00%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
D314	ADP ACQUISITION SUP SVCS	$36,239,922.58	0.75%	64.37%	0.00%	20.27%	15.36%	68.57%	27.48%	3.95%	0.00%	7.32%	18.62%	29.78%	44.29%
R406	POLICY REVIEW/DEVELOPMENT SERVICES	$12,106,123.23	0.25%	5.52%	68.99%	25.49%	0.00%	95.54%	4.46%	0.00%	0.00%	0.00%	0.00%	27.42%	72.58%
R407	PROGRAM EVALUATION SERVICES	$6,701,401.67	0.14%	33.62%	14.95%	51.43%	0.00%	45.59%	54.41%	0.00%	0.00%	22.17%	69.38%	3.99%	4.46%
R408	PROGRAM MANAGEMENT/SUPPORT SERVICES	$310,623,914.76	6.43%	12.04%	80.30%	7.54%	0.12%	86.80%	11.77%	1.43%	0.00%	12.73%	15.81%	34.34%	37.12%
R409	PROGRAM REVIEW/DEVELOPMENT SERVICES	$15,518,382.00	0.32%	0.00%	100.00%	0.00%	0.00%	100.00%	0.00%	0.00%	0.00%	6.44%	12.89%	3.86%	76.80%
R413	SPECIFICATIONS DEVELOPMENT SERVICES	$0.00	0.00%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
R414	SYSTEMS ENGINEERING SERVICES	$0.00	0.00%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
R423	INTELLIGENCE SERVICES	$0.00	0.00%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
R425	ENGINEERING AND TECHNICAL SERVICES	$234,242,598.48	4.85%	12.12%	71.50%	16.34%	0.04%	89.39%	7.94%	2.68%	0.00%	11.46%	31.35%	17.21%	39.98%
R497	PERSONAL SERVICES CONTRACTS	$102,860,805.85	2.13%	30.62%	37.39%	31.80%	0.18%	85.34%	14.44%	0.22%	0.00%	13.01%	20.49%	33.65%	32.85%
R707	MGT SVCS/CONTRACT & PROCUREMENT SUP	$23,387,754.88	0.48%	14.89%	56.50%	28.61%	0.00%	79.47%	0.64%	19.89%	0.00%	2.38%	23.60%	23.15%	50.87%
Biggest Percentage of Obligations															
R421	TECHNICAL ASSISTANCE	$1,550,411,500.99	32.10%	4.63%	84.13%	10.62%	0.62%	93.14%	6.49%	0.37%	0.00%	24.74%	14.06%	18.72%	42.48%
R499	SUPPORT- PROFESSIONAL: OTHER	$959,739,405.85	19.87%	5.61%	86.79%	7.59%	0.00%	98.21%	1.18%	0.61%	0.00%	9.36%	21.36%	30.04%	39.24%
R408	SUPPORT- PROFESSIONAL: PROGRAM MANAGEMENT/SUPPORT	see above													
C123	ELECTRIC POWER GENERATION (EPG)	$258,279,573.12	5.35%	0.57%	99.43%	0.00%	0.00%	3.27%	96.73%	0.00%	0.00%	28.93%	0.33%	0.83%	69.92%
R425	SUPPORT- PROFESSIONAL: ENGINEERING/TECHNICAL	see above													
Q201	MEDICAL- GENERAL HEALTH CARE	$149,496,628.53	3.10%	10.42%	89.58%	0.00%	0.00%	97.00%	3.00%	0.00%	0.00%	9.14%	3.17%	81.10%	6.59%
R497	SUPPORT- PROFESSIONAL: PERSONAL SERVICES CONTRACTS	see above													
C214	ARCHITECT AND ENGINEERING- GENERAL: MANAGEMENT ENGINEERING	$69,190,848.11	1.43%	0.06%	96.65%	3.29%	0.00%	95.17%	4.83%	0.00%	0.00%	11.36%	17.23%	70.21%	1.20%
V115	TRANSPORTATION/TRAVEL/RELOCATION- TRANSPORTATION: VESSEL FREIGHT	$65,754,357.00	1.36%	100.00%	0.00%	0.00%	0.00%	100.00%	0.00%	0.00%	0.00%	20.12%	39.39%	15.12%	25.36%
V211	TRANSPORTATION/TRAVEL/RELOCATION- TRAVEL/LODGING/RECRUITMENT: AIR PASSENGER	$63,300,000.00	1.31%	0.00%	0.00%	100.00%	0.00%	0.00%	100.00%	0.00%	0.00%	17.38%	47.87%	15.80%	18.96%

Total Service Contracts Obligation Amount $4,830,248,770.37

Appendix B

Table B - 1: PSC Category Descriptions for Contract Actions Analyzed

PSC	Description	Detailed Description
D302	ADP Systems Development Services	Technical support such as web design, e-business, network, help desk, project management, infrastructure protection, internet technology, and software development.
D307	Automated Information System Services	Technical support required from delivery of product through installation and integration, equipment acquisition, software testing and evaluation.
D314	ADP System Acquisition Support Services	Information Technology (IT) and Telecom-System Acquisition Support.
R406	Policy Review / Development Services	Support services for policy analysis, policy guidance and assessments.
R407	Program Evaluation Services	Policy guidance, training evaluation, assessment services and supportive technical assistance and analysis systems into all aspects of program management.
R408	Program Management/Support Services	Wide-ranging services and support from administrative and analytic support including support to evaluate internal controls, manage audit compliance and the tracking of audit recommendations to provide project management oversight to ensure grantee compliance in administering federally funded programs. A large portion of these projects were also for Information Technology (IT) related purchases and procurements.
R409	Program Review / Development Services	Program development support and assistance.
R425	Engineering and Technical Services	Product or service that provides engineering and technical support.
R497*	Personal Service Contracts	Personnel support to fulfill a range of requirements, including surge, and short term assignments.
R707	Management Services/ Contract and Procurement Support	Professional support services to the Agency in conducting federal acquisition management activities. Services covered were acquisition planning assistance, including market research and recommending procurement strategy; acquisition document development, including cost/price estimates, quality assurance surveillance plans, statements of work, synopses, solicitations, and price negotiations.
R421	Technical Assistance	Technical advice and support, capacity building, monitoring and evaluation, training, construction, and commodities.
R499	Other Professional Services	Expert advice, assistance, guidance or counseling in support of Agency management, organization, and business improvement effort studied analyses and reports documenting any proposed developmental consultation or implementation efforts.
C123	Electric Power Generation (EPG)	Provides electrical and mechanical construction and program management services in design build projects.

*Note: USAID has three primary authorities to hire Personal Services Contracts in Washington D.C. and overseas. These include various "notwithstanding" authorities provided in both authorizing and appropriations legislation; an authority contained in section 636(a) (3) of the Foreign Assistance Act of 1961 (22 U.S.C. 2396) which authorizes USAID to hire Personal Services Contracts overseas; and, an authority which allows USAID to hire a small number of Personal Services Contracts in Washington.