

**§ 705.10 Technical assistance.**

Based on available earnings, NCUA may contract with outside providers to render technical assistance to participating credit unions. Participating credit unions can be provided with technical assistance without obtaining a Program loan. Technical assistance provided will aid participating credit unions in providing services to their members and in the efficient operation of such credit unions.

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**INTERNATIONAL DEVELOPMENT  
COOPERATION AGENCY**
**Agency for International Development**
**22 CFR Part 228**
**Rules on Source, Origin and  
Nationality for Commodities and  
Services Financed by the Agency for  
International Development**

**AGENCY:** United States Agency for International Development (USAID), IDCA.

**ACTION:** Notice of proposed rulemaking (NPRM).

**SUMMARY:** This proposed rule would add a new Part 228 to Title 22 of the CFR which would codify the rules on source, origin and nationality for commodities and services financed by USAID.

**DATES:** Comments on this proposed rule must be submitted on or before April 5, 1996.

**ADDRESSES:** Comments should be mailed to the Procurement Policy Division (M/OP/P), Office of Procurement, USAID, SA-14, Room 1600I, 320 21st Street, NW., Washington, DC 20523-1435.

**FOR FURTHER INFORMATION CONTACT:** Kathleen J. O'Hara, Office of Procurement, Procurement Policy Division (M/OP/P), USAID, SA-14, Room 1600I, USAID, Washington, DC 20523-1435. Telephone (703) 875-1534, Facsimile (703) 875-1243.

**SUPPLEMENTARY INFORMATION:** This proposed rule would codify USAID's current rules (published as internal agency policy) on source, origin and nationality for commodities and services with a few changes which are explained below.

USAID's rules currently include a limitation on the value of components from countries which are not authorized sources for procurement which may be included in a produced commodity. The

total cost of such components to the producer of the commodity (delivered at the point of production of the commodity) may not exceed 50 percent of the lowest price (excluding the cost of ocean transportation and marine insurance) at which the supplier makes the commodity available for export sale (whether or not financed by USAID). As the U.S. economy has become more global, this requirement concerning componentry has become substantially more complex, and internal USAID audits have essentially found it to be impracticable to implement and enforce.

Further, USAID has determined that the test of origin of the commodity (i.e., the requirement that a commodity be mined, grown, or produced in an authorized source country) provides sufficient assurance that economic benefits will accrue to the country from which the commodity is purchased. Therefore, for purposes of streamlining USAID rules, removing unnecessary compliance burdens for government contractors and ensuring that the government buys at the lowest available price, the componentry requirement has been deleted from this proposed rule.

Additionally, this proposed rule specifically excludes the applicability of USAID's rules on nationality to commissions paid by suppliers, bonds and guarantees, and liability insurance under construction contracts, with the exception that no payments shall be made to suppliers designated as ineligible in Section 228.36 of the proposed regulation. These are considered miscellaneous services transactions, which can be commodity-related, but may also be related to contracts for professional, technical, or construction services. By the nature of the services involved, it is not considered practical to apply the nationality requirements to these services.

Public comments on this proposed rule are welcome.

USAID has determined that this proposed rule is not a significant regulatory action under Executive Order 12866. The proposed rule has been reviewed in accordance with the requirement of the Regulatory Flexibility Act. USAID has determined that the proposed rule would not have a significant economic impact on a substantial number of small entities, and, therefore, a Regulatory Flexibility Analysis is not required. There are no information collection requirements in this proposed rule as contemplated by the Paperwork Reduction Act.

Lists of Subjects in 22 CFR Part 228

Commodity procurement, Grant programs—foreign relations, Administrative practice and procedures.

Accordingly, Part 228 of Title 22 of the Code of Federal Regulations is proposed to be added, consisting of Subparts A through F, to read as follows:

**PART 228—RULES ON SOURCE AND  
NATIONALITY FOR COMMODITIES  
AND SERVICES FINANCED BY USAID**
**Subpart A—Definitions and Scope of This Part**

Sec.  
228.01 Definitions.  
228.02 Scope and application.  
228.03 Identification of principal geographic code numbers.

**Subpart B—Conditions Governing Source and Nationality of Commodity Procurement Transactions for USAID Financing**

228.10 Purpose.  
228.11 Source and origin of commodities.  
228.12 Long-term leases.  
228.13 Special source rules requiring procurement from the United States.  
228.14 Nationality of suppliers of commodities.

**Subpart C—Conditions Governing the Eligibility of Commodity-Related Services for USAID Financing**

228.20 Purpose.  
228.21 Ocean transportation.  
228.22 Air transportation.  
228.23 Eligibility of marine insurance.  
228.24 Other delivery services.  
228.25 Incidental services.

**Subpart D—Conditions Governing the Nationality of Suppliers of Services for USAID Financing**

228.30 Purpose.  
228.31 Privately owned commercial suppliers.  
228.32 Nonprofit organizations.  
228.33 Foreign government-owned organizations.  
228.34 Joint ventures.  
228.35 Construction services from foreign-owned local firms.  
228.36 Ineligible suppliers.  
228.37 Nationality of employees under contracts or subcontracts for services.  
228.38 Miscellaneous service transactions.

**Subpart E—Conditions Governing Source and Nationality of Local Procurement Transactions for USAID Financing**

228.40 Local procurement.

**Subpart F—Waivers**

228.50 General.  
228.51 Commodities.  
228.52 Suppliers of commodities.  
228.53 Suppliers of services—privately owned commercial suppliers and nonprofit organizations.  
228.54 Suppliers of services—foreign government-owned organizations.

228.55 Delivery services.

228.56 Authority to approve waivers.

Authority: Sec. 621, Pub. L. 87-195, 75 Stat. 445 (22 U.S.C. 2381), as amended; E.O. 12163 of Sept. 29, 1979, (3 CFR, 1979 Comp., p. 435).

### Subpart A—Definitions and Scope of This Part

#### § 228.01 Definitions.

As used in this part, the following terms shall have the meanings indicated below:

(a) *Commodity* means any material, article, supply, goods, or equipment.

(b) *Commodity-related services* means delivery services and/or incidental services.

(c) *Component* means any good that goes directly into the production of a produced commodity.

(d) *Cooperating country* means the country receiving the USAID assistance subject to this part 228.

(e) *Delivery* means the transfer to, or for the account of, an importer of the right to possession of a commodity, or, with respect to a commodity-related service, the rendering to, or for the account of, an importer of any such service.

(f) *Delivery service* means any service customarily performed in a commercial export transaction which is necessary to effect a physical transfer of commodities to the cooperating country. Examples of such services are the following: export packing, local drayage in the source country (including waiting time at the dock), ocean and other freight, loading, heavy lift, wharfage, tollage, switching, dumping and trimming, lighterage, insurance, commodity inspection services, and services of a freight forwarder. "Delivery services" may also include work and materials necessary to meet USAID marking requirements.

(g) *Implementing document* means any document, including a letter of commitment, issued by USAID which authorizes the use of USAID funds for the procurement of services or commodities and/or commodity related services, and which specifies conditions which apply to such procurement.

(h) *Incidental services* means the installation or erection of USAID-financed equipment, or the training of personnel in the maintenance, operation and use of such equipment.

(i) *Mission* means the USAID Mission or representative in a cooperating country.

(j) *Origin* means the country where a commodity is mined, grown or produced. A commodity is produced when, through manufacturing, processing, or substantial and major

assembling of components, a commercially recognized new commodity results that is significantly different in basic characteristics or in purpose or utility from its components.

(k) *Services* means the performance of identifiable tasks, rather than the delivery of an end item of supply.

(l) *Source* means the country from which a commodity is shipped to the cooperating country, or the cooperating country if the commodity is located therein at the time of the purchase. Where, however, a commodity is shipped from a free port or bonded warehouse in the form in which received therein, "source" means the country from which the commodity was shipped to the free port or bonded warehouse.

(m) *State* means the District of Columbia or any State, Commonwealth, territory or possession of the United States.

(n) *Supplier* means any person or organization, governmental or otherwise, who furnishes services, commodities and/or commodity related services financed by USAID.

(o) *United States* means the United States of America, any State(s) of the United States, the District of Columbia, and areas of U.S. associated sovereignty, including commonwealths, territories and possessions.

(p) *USAID* means the U.S. Agency for International Development or any successor agency, including when applicable, each U.S.AID Mission abroad.

(q) *USAID Geographic Code* means a code in the USAID Geographic Code Book which designates a country, a group of countries, or an otherwise defined area. The principal USAID geographic codes are described in § 228.03.

(r) *USAID/W* means the USAID in Washington, DC 20523, including any office thereof.

#### § 228.02 Scope and application.

This part is applicable to goods and services financed with USAID project and program funds. The appropriate implementing documents will indicate the authorized sources of procurement. Whenever this part 228 is applicable, those terms and conditions which are in effect on the date of issuance of the contract or placement of an order will govern for all procurements under that contract or order.

#### § 228.03 Identification of principal geographic code numbers.

The USAID Geographic Code Book sets forth the official description of all geographic codes used by USAID in

authorizing or implementing documents, to designate authorized source countries or areas. The following are summaries of the principal codes:

(a) Code 000—*The United States*: The United States of America, any State(s) of the United States, the District of Columbia, and areas of U.S.-associated sovereignty, including commonwealths, territories and possessions.

(b) Code 899—*Free World*: Any area or country, except the cooperating country itself and the following countries: Afghanistan, Libya, Vietnam, Cuba, Cambodia, Laos, Iraq, Iran, North Korea, Syria and the People's Republic of China.

(c) Code 935—*Special Free World*: Any area or country in the Free World, including the cooperating country.

(d) Code 941—*Selected Free World*: The United States and any independent country in the Free World, except the cooperating country itself and the following: Albania, Andorra, Angola, Armenia, Austria, Australia, Azerbaijan, Bahamas, Bahrain, Belgium, Bosnia and Herzegovina, Bulgaria, Byelarus, Canada, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Gabon, Georgia, Germany, Greece, Hong Kong, Hungary, Iceland, Ireland, Italy, Japan, Kazakhstan, Kuwait, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, Macedonia\*, Malta, Moldova, Monaco, Mongolia, Montenegro\*, Netherlands, New Zealand, Norway, Poland, Portugal, Qatar, Romania, Russia, San Marino, Saudi Arabia, Serbia\*, Singapore, Slovak Republic, Slovenia, South Africa, Spain, Sweden, Switzerland, Taiwan\*, Tajikistan, Turkmenistan, Ukraine, United Arab Emirates, United Kingdom, Uzbekistan, and Vatican City.

\* Has the status of a "Geopolitical Entity", rather than an independent country.

### Subpart B—Conditions Governing Source and Nationality of Commodity Procurement Transactions for USAID Financing

#### § 228.10 Purpose.

Sections 228.11 through 228.14 set forth the rules governing the eligible source of commodities and nationality of commodity suppliers for USAID financing. These rules may be waived in accordance with the provisions in subpart F of this part.

#### § 228.11 Source and origin of commodities.

(a) The source and origin of a commodity shall be a country or countries authorized in the

implementing document by name or by reference to a USAID geographic code.

(b) Any component from a non-Free World country makes the commodity ineligible for USAID financing.

(c) When the commodity being purchased is a kit (e.g., scientific instruments, tools, or medical supplies packaged as a single unit), the kit will be considered a produced commodity.

(d) When spare parts for vehicles or equipment are purchased, each separate shipment will be considered a produced commodity, rather than each individual spare or replacement part. The parts must be packed in and shipped from an eligible country.

(e) When a package installation is procured as a single entity, USAID may determine that the installation as a whole should be considered a produced commodity.

#### § 228.12 Long-term leases.

Any commodity obtained under a long-term lease agreement is subject to the source and origin requirements of this subpart B. For purposes of this subpart B, a long-term lease is defined as a single lease of more than 180 days, or repetitive or intermittent leases under a single project or program within a one-year period totalling more than 180 days, for the same type of commodity.

#### § 228.13 Special source rules requiring procurement from the United States.

(a) Agricultural commodities and products thereof must be procured in the United States domestic price is less than parity, unless the commodity cannot reasonably be procured in the United States in fulfillment of the objectives of a particular assistance program under which such commodity procurement is to be financed. (22 U.S.C. 2354)

(b) Motor vehicles must be manufactured in the United States to be eligible for USAID financing. Also, any vehicle to be financed by USAID under a long-term lease or where the sale is to be guaranteed by USAID must be manufactured in the United States. (22 U.S.C. 2396) For purposes of this section, motor vehicles are defined as self-propelled vehicles with passenger carriage capacity, such as highway trucks, passenger cars and buses, motorcycles, scooters, motorized bicycles and utility vehicles. Also, for purposes of this section, a long-term lease is defined as a single lease of more than 180 days, or repetitive or intermittent leases under a single project or program within a one-year period totalling more than 180 days. In addition to the above requirements, passenger cars, light trucks, vans,

minivans and utility vehicles must be manufactured by either Chrysler, Ford or General Motors and bear their nameplates, brand names or logos, to be eligible for financing by USAID. The nameplate, brand name or logo requirements do not apply when vehicles are procured under a source waiver.

(c) Pharmaceutical products must be manufactured in the United States in order to be eligible for USAID financing.

#### § 228.14 Nationality of suppliers of commodities.

(a) The rules on nationality of suppliers of commodities relate only to the suppliers, and not to the commodities they supply. The nationality of the supplier is an additional eligibility criterion to the rules on source, origin and componentry.

(b) A supplier providing commodities must fit one of the following categories for the transaction to be eligible for USAID financing:

(1) An individual who is a citizen or a lawfully admitted permanent resident of a country or area included in the authorized geographic source code, except as provided in paragraph (c) of this section;

(2) A corporation or partnership organized under the laws of a country or area included in the authorized geographic source code and with a place of business in such country;

(3) A controlled foreign corporation (within the meaning of section 957 et seq. of the Internal Revenue Code) as attested by current information on file with the Internal Revenue Service of the United States (on IRS Form 959, 2952, 3646, or on substitute or successor forms) submitted by shareholders of the corporation; or

(4) A joint venture or unincorporated association consisting entirely of individuals, corporations, or partnerships which are eligible under either paragraph (b) (1), (2) or (3) of the section.

(c) Citizens of any country or area, or firms or organizations located in, organized under the laws of, or owned in any part by citizens or organizations of any country or area not included in Geographic Code 935 are ineligible for financing by USAID as suppliers of commodities. Limited exceptions to this rule are:

(1) Individuals lawfully admitted for permanent residence in the United States are eligible, as individuals or owners, regardless of their citizenship; and

(2) The USAID Deputy Assistant Administrator for Management (DAA/

M) may authorize the eligibility of organizations having minimal ownership by citizens or organizations of non-Geographic Code 935 countries.

#### Subpart C—Conditions Governing the Eligibility of Commodity-Related Services for USAID Financing

##### § 228.20 Purpose.

Sections 228.21 through 228.25 set forth the rules governing the eligibility of commodity-related services, both delivery services and incidental services, for USAID financing. These rules may be waived in accordance with the provisions in subpart F of this part. The rules on delivery services apply whether or not USAID is also financing the commodities being transported. In order to be identified and eligible as incidental services, such services must be connected with a USAID-financed commodity procurement.

##### § 228.21 Ocean transportation.

The eligibility of ocean transportation services is determined by the flag registry of the vessel.

(a) When the authorized source for procurement is Geographic Code 000 (U.S.A.), USAID will finance ocean transportation only on U.S. flag vessels.

(b) When the authorized source for procurement is Geographic Code 941 (selected Free World), USAID will finance ocean transportation on vessels under flag registry of the United States, other countries in Geographic Code 941, and the cooperating country.

(c) When commodities whose eligibility is restricted to Geographic Code 000 are purchased under agreements which authorize Geographic Code 941 for the procurement of all other commodities, USAID will finance the ocean transportation in accordance with paragraph (b) of this section.

(d) USAID will finance costs incurred on vessels under flag registry of any Geographic Code 899 (Free World) country if the costs are part of the total cost on a through bill of lading that is paid to a carrier for initial carriage on a vessel which is eligible in accordance with paragraphs (a), (b) or (c) of this section.

##### § 228.22 Air transportation.

(a) The eligibility of air transportation is determined by the flag registry of the aircraft. The term "U.S." flag air carrier" means one of a class of air carriers holding a certificate under Section 401 of the Federal Aviation Act of 1958 (49 U.S.C. 1371) authorizing operations between the United States or its territories and one or more foreign countries.

(b) For air transport financed under USAID grants, there is a U.S. Government statute that requires the use of U.S. flag air carriers for all international air travel and transportation, unless such service is not available. When U.S. flag air carriers are not available, any Geographic Code 935 flag air carrier may be used.

(c) Different requirements may be authorized in the implementing document if the transaction is financed under a USAID loan.

(d) The Comptroller General's memorandum (B-138942), dated March 31, 1981, entitled "Revised Guidelines for Implementation of the Fly America Act", established criteria for determining when U.S. flag air carriers are unavailable. See 48 CFR 47.403-1, or USAID Optional Standard Provision on "Air Travel and Transportation" for grants and cooperative agreement.

(e) While the Comptroller General's memorandum does not establish specific criteria for determining when freight service is unavailable, it is USAID's policy that such service is not available when the following criteria are met:

(1) When no U.S. flag air carrier provides scheduled air freight service from the airport serving the shipment's point of origin and a non-U.S. flag carrier does;

(2) When the U.S. flag air carrier(s) serving the shipment's point of origin decline to issue a through air waybill for transportation at the shipment's final destination airport;

(3) When use of a U.S.-flag air carrier would result in delivery to final destination at least seven days later than delivery by means of a non-U.S. flag carrier;

(4) When the total weight of the consignment exceeds the maximum weight per shipment which the U.S. flag air carrier will accept and transport as a single shipment and a non-U.S. flag air carrier will accept and transport the entire consignment as a single shipment;

(5) When the dimensions (length, width, or height) of one or more of the items of a consignment exceed the limitations of the U.S. flag aircraft's cargo door opening, but do not exceed the acceptable dimensions for shipment on an available non-U.S. flag scheduled air carrier.

#### **§ 228.23 Eligibility of marine insurance.**

The eligibility of marine insurance is determined by the country in which it is "placed". Insurance is "placed" in a country if payment of the insurance premium is made to, and the insurance policy is issued by, an insurance

company office located in that country. Eligible countries for placement are governed by the authorized geographic code. However, if Geographic Code 941 is authorized, the cooperating country is also eligible to provide such services, unless the implementing document specified otherwise based on the following:

(a) If a cooperating country discriminates against marine insurance companies authorized to do business in any State of the United States, then all USAID-financed goods for that country must be insured in the United States against marine risk. The term "authorized to do business in any State of the United States" means that foreign-owned insurance companies licensed to do business in the United States (by any State) are treated the same as comparable U.S.-owned companies.

(b) The prima facie test of discrimination is that a cooperating country takes actions which hinder private importers in USAID-financed transactions from making cost, insurance and freight (C.I.F.) or cost and insurance (C.&I.) contracts with United States commodity suppliers, or which hinder importers in instructing such suppliers to place marine insurance with companies authorized to do business in the United States.

(c) When discrimination is found to exist and the cooperating country fails to correct the discriminatory practice, USAID requires that all commodities procured with USAID funds be insured in the United States against marine loss. The decision of any cooperating country to insure all public sector procurements locally with a government-owned insurance agency is not considered discrimination.

#### **§ 228.24 Other delivery services.**

No source or nationality rules apply to other delivery services, such as export packing, loading, commodity inspection services, and services of a freight forwarder. Such services are eligible in connection with a commodity which is financed by USAID.

#### **§ 228.25 Incidental services.**

Source and nationality rules do not apply to suppliers of incidental services specified in a purchase contract relating to equipment. However, citizens or firms of any country not included in USAID Geographic Code 935 are ineligible to supply incidental services, except that individuals lawfully admitted for permanent residence in the U.S. are eligible regardless of their citizenship.

### **Subpart D—Conditions Governing the Nationality of Suppliers of Services for USAID Financing**

#### **§ 228.30 Purpose.**

Sections 228.31 through 228.37 set forth the nationality rules governing the eligibility for USAID financing of services which are not commodity-related. These rules may be waived in accordance with the provisions in subpart F of this part.

#### **§ 228.31 Privately owned commercial suppliers.**

(a) A supplier providing services must fit one of the following categories to be eligible as a contractor (personal services contractors are not included under the term "contractor" in this section) or as a subcontractor. In the case of the categories described in paragraphs (a)(2) (i) and (ii) of this section, the certification requirements in paragraph (b) of this section must be met.

(1) The supplier is an individual who is a citizen of and whose principal place of business is in a country or area included in the authorized geographic code, or a non-U.S. citizen lawfully admitted for permanent residence in the United States whose principal place of business is in the United States;

(2) The supplier is a privately owned commercial (i.e., for profit) corporation or partnership that is incorporated or legally organized under the laws of a country or area included in the authorized geographic code, has its principal place of business in a country or area included in the authorized geographic code, and meets the criteria set forth in either paragraph (a)(2) (i) or (ii) of this section.

(i) The corporation or partnership is more than 50 percent beneficially owned by individuals who are citizens of a country or area included in the authorized geographic code or non-U.S. citizens lawfully admitted for permanent residence in the United States. In the case of corporations, "more than 50 percent beneficially owned" means that more than 50 percent of each class of stock is owned by such individuals; in the case of partnerships, "more than 50 percent beneficially owned" means that more than 50 percent of each category of partnership interest (e.g., general, limited) is owned by such individuals. (With respect to stock or interest held by companies, funds or institutions, the ultimate beneficial ownership by individuals is controlling.)

(ii) The corporation or partnership: (A) Has been incorporated or legally organized in the United States for more

than 3 years prior to the issuance date of the invitation for bids or request for proposals,

(B) Has performed within the United States administrative and technical, professional, or construction services, similar in complexity, type and value to the services being contracted (under a contract, or contracts, for services) and derived revenue therefrom in each of the 3 years prior to the date described in the paragraph (a)(2)(i)(A) of this section,

(C) Employs United States citizens and non-U.S. citizens lawfully admitted for permanent residence in the United States in more than half its permanent full-time positions in the United States and more than half of its principal management positions, and

(D) Has the existing technical and financial capability in the United States to perform the contract.

(3) The supplier is a joint venture or an unincorporated association consisting entirely of individuals, corporations, partnerships, or nonprofit organizations which are eligible under paragraphs (a) or (b) of this section or § 228.32.

(b) A duly authorized officer of a firm or nonprofit organization shall certify that the participating firm or nonprofit organization meets either the requirements of paragraphs (a)(2)(i) or (ii) of this section or § 228.32. In the case of corporations, the certifying officer shall be the corporate secretary. With respect to the requirements of paragraph (a)(2)(i) of this section, the certifying officer may presume citizenship on the basis of the stockholders' record address, provided the certifying officer certifies, regarding any stockholder (including any corporate fund or institutional stockholder) whose holdings are material to the corporation's eligibility, that the certifying officer knows of no fact which might rebut that presumption.

**§ 228.32 Nonprofit organizations.**

(a) Nonprofit organizations, such as educational institutions, foundations, and associations, must meet the criteria listed in this section and the certification requirement in § 228.31(b) to be eligible as contractors or subcontractors for services. Any such institution must:

(1) Be organized under the laws of a country or area included in the authorized geographic code;

(2) Be controlled and managed by a governing body, a majority of whose members are citizens of countries or areas included in the authorized geographic code; and

(3) Have its principal facilities and offices in a county or area included in the authorized geographic code.

(b) International agricultural research centers and such other international research centers as may be, from time to time, formally listed as such by the USAID Assistant Administrator, Global Bureau, are considered to be of U.S. nationality.

**§ 228.33 Foreign government-owned organizations.**

Firms operated as commercial companies or other organizations (including nonprofit organizations other than public educational institutions) which are wholly or partially owned by foreign governments or agencies thereof are not eligible for financing by USAID as contractors or subcontractors, except if their eligibility has been established by a waiver approved by USAID in accordance with § 228.54. This does not apply to foreign government ministries or agencies.

**§ 228.34 Joint ventures.**

A joint venture or unincorporated association is eligible only if each of its members is eligible in accordance with § 228.31, § 228.32, or § 228.33.

**§ 228.35 Construction services from foreign-owned local firms.**

(a) When the estimated cost of a contract for construction services is \$5 million or less and only local firms will be solicited, a local corporation or partnership which does not meet the test in § 228.31(b)(1) for eligibility based on ownership by citizens of the cooperating country (i.e., it is a foreign-owned local firm) will be eligible if it is determined by USAID to be an integral part of the local economy. However, such a determination is contingent on first ascertaining that no United States construction company with the required capability is currently operating in the cooperating country or, if there is such a company, that it is not interested in bidding for the proposed contract.

(b) A foreign-owned local firm is an integral part of the local economy provided:

(1) It has done business in the cooperating country on a continuing basis for not less than three years prior to the issuance date of invitations for bids or requests for proposals to be financed by USAID;

(2) It has a demonstrated capability to undertake the proposed activity;

(3) All, or substantially all, of its directors of local operations, senior staff and operating personnel are resident in the cooperating country;

(4) Most of its operating equipment and physical plant are in the cooperating country.

**§ 228.36 Ineligible suppliers.**

Citizens of any country or area not included in Geographic Code 935, and firms and organizations located in, organized under the laws of, or owned in any part by citizens or organizations of any country or area not included in Geographic Code 935 are ineligible for financing by USAID as suppliers of services, or as agents in connection with the supply of services. The limited exceptions to this rule are:

(a) Individuals lawfully admitted for permanent residence in the United States are eligible, as individuals or owners, regardless of their citizenship, and

(b) The USAID Deputy Assistant Administrator for Management (DAA/M) may authorize the eligibility of organizations having minimal ownership by citizens or organizations of non-Geographic Code 935 countries.

**§ 228.37 Nationality of employees under contracts or subcontracts for services.**

(a) The rules set forth in §§ 228.31 through 228.36 do not apply to the employees of contractors or subcontractors. Such employees must, however, be citizens of countries included in Geographic Code 935 or, if they are not, have been lawfully admitted for permanent residence in the United States.

(b) When the contractor on a USAID-financed construction project is a United States firm, at least half of the supervisors and other specified key personnel working at the project site must be citizens or permanent legal residents of the United States. Exceptions may be authorized by the USAID Mission in writing if special circumstances exist which make compliance impractical.

**§ 228.38 Miscellaneous service transactions.**

This section sets forth rules governing certain services which may be considered commodity-related, but may also relate to contracts for professional, technical, or construction services.

(a) *Commissions.* The nationality rules in subparts C and D of this part, with the exception of § 228.36, do not apply to the payment of commissions by suppliers. A commission is defined as any payment or allowance by a supplier to any person for the contribution which the person has made to securing the sale or contract for the supplier or which that person makes to securing on a continuing basis similar sales or contracts for the supplier.

(b) *Bonds and guarantees.* The nationality rules in subparts C and D of this part, with the exception of § 228.36, do not apply to surety companies, insurance companies or banks who issue bonds or guarantees under USAID-financed contracts.

(c) *Liability insurance under construction contracts.* The nationality rules in subparts C and D of this part, with the exception of § 228.36, do not apply to firms providing liability insurance under construction contracts.

### Subpart E—Conditions Governing Source and Nationality of Local Procurement Transactions for USAID Financing

#### § 228.40 Local procurement.

Local procurement in the cooperating country involves the use of appropriated funds to finance the procurement of goods and services supplied by local businesses, dealers or producers, with payment normally being in the currency of the cooperating country. Unless otherwise specified in an implementing document, or a waiver is approved by USAID in accordance with subpart F of this part, local procurement is eligible for USAID financing only in the following situations:

(a) Locally available commodities of U.S. origin, which are otherwise eligible for financing, if the value of the transaction is estimated not to exceed the local currency equivalent of \$100,000 (exclusive of transportation costs).

(b) Commodities of Geographic Code 935 origin if the value of the transaction does not exceed \$5,000.

(c) Professional services contracts estimated not to exceed the local currency equivalent of \$250,000.

(d) Construction services contracts, including construction materials required under the contract, estimated not to exceed the local currency equivalent of \$5,000,000.

(e) Under a fixed-price construction contract of any value, the U.S. prime contractor may procure locally produced goods and services under subcontracts.

(f) The following commodities and services which are only available locally:

(1) Utilities, including fuel for heating and cooking, waste disposal and trash collection;

(2) Communications—telephone, telex, facsimile, postal and courier services;

(3) Rental costs for housing and office space;

(4) Petroleum, oils and lubricants for operating vehicles and equipment;

(5) Newspapers, periodicals and books published in the cooperating country;

(6) Other commodities and services (and related expenses) that, by their nature or as a practical matter, can only be acquired, performed, or incurred in the cooperating country, e.g., vehicle maintenance, hotel accommodations, etc.

### Subpart F—Waivers

#### § 228.50 General.

USAID may expand the authorized source in order to accomplish project or program objectives by processing a procurement source waiver. When a waiver is processed to include a new source, procurement is not limited to the added source, but may be from any country included in the authorized source. All waivers must be in writing.

#### § 228.51 Commodities.

(a) *Waiver criteria.* Any waiver must be based upon one of the criteria listed below. Waivers to Geographic Code 899 or Code 935 which are justified under paragraph (a) (2) or (3) of this section may only be authorized on a case-by-case basis.

(1) Commodities required for assistance are of a type that are not produced in and available for purchase in the United States, and for waivers to Code 899 or Code 935, also not in the cooperating country, or any country in Code 941.

(2) It is necessary to permit procurement in a country not otherwise eligible in order to meet unforeseen circumstances, such as emergency situations.

(3) It is necessary to promote efficiency in the use of United States foreign assistance resources, including to avoid impairment of foreign assistance objectives.

(4) For waivers to authorize procurement from Geographic Code 941 or the cooperating country:

(i) For assistance other than commodity import programs, when the lowest available delivered price from the United States is reasonably estimated to be 50 percent or more higher than the delivered price from a country or area including in Geographic Code 941 or the cooperating country.

(ii) For assistance other than commodity import programs, when the estimated cost of U.S. construction materials (including transportation and handling charges) is at least 50 percent higher than the cost of locally produced materials.

(iii) For commodity import programs or similar sector assistance, an acute

shortage exists in the United States for a commodity generally available elsewhere.

(iv) Persuasive political considerations.

(v) Procurement in the cooperating country would best promote the objectives of the foreign assistance program.

(vi) Such other circumstances as are determined to be critical to the success of project objectives.

(b) *Additional requirements.* A waiver to authorize procurement from outside the United States of agricultural commodities, motor vehicles, or pharmaceuticals (see § 228.13, "Special source rules requiring procurement from the United States,") must also meet requirements established in USAID directives on commodity eligibility.

#### § 228.52 Suppliers of commodities.

Geographic code changes authorized by waiver with respect to the source of commodities automatically apply to the nationality of their suppliers. A waiver to effect a change in the geographic code only with respect to the nationality of the supplier of commodities, but not in the source of the commodities, may be sought if the situation requires it based on the appropriate criteria in § 228.51.

#### § 228.53 Suppliers of services—privately owned commercial suppliers and nonprofit organizations. Waiver criteria.

Any waiver must be based upon one of the criteria listed in this section. Waivers to Geographic Code 899 or Code 935 which are justified under paragraphs (b) or (c) of this section may only be authorized on a case-by-case basis.

(a) Services required for assistance are of a type that are not available for purchase in the United States, and for waivers to Code 899 or Code 935, also not in the cooperating country, or any country in Code 941.

(b) It is necessary to permit procurement in a country not otherwise eligible in order to meet unforeseen circumstances, such as emergency situations.

(c) It is necessary to promote efficiency in the use of United States foreign assistance resources, including to avoid impairment of foreign assistance objectives.

(d) For waivers to authorize procurement from Geographic Code 941 or the cooperating country:

(1) There is an emergency requirement for which non-USAID funds are not available and the requirement can be met in time only from suppliers in a country or area not included in the authorized geographic code.

(2) No suppliers from countries or areas included in the authorized geographic code are able to provide the required services.

(3) Persuasive political considerations.

(4) Procurement of locally available services would best promote the objectives of the foreign assistance program.

(5) Such other circumstances as are determined to be critical to the achievement of project objectives.

**§ 228.54 Suppliers of services—foreign government-owned organizations.**

A waiver to make foreign government-owned organizations, described in § 228.33, eligible for financing by USAID must be justified on the basis of the following criteria:

(a) The competition for obtaining a contract will be limited to cooperating country firms/organizations meeting the criteria set forth in § 228.31 or § 228.32.

(b) The competition for obtaining a contract will be open to firms from countries or areas included in the authorized geographic code and eligible under the provisions of § 228.31 or § 228.32, and it has been demonstrated that no U.S. firm is interested in competing for the contract.

(c) Services are not available from any other source.

(d) Foreign policy interests of the United States outweigh any competitive disadvantage at which United States firms might be placed or any conflict of interest that might arise by permitting a foreign government-owned organization to compete for the contract.

**§ 228.55 Delivery services.**

(a) *Ocean transportation.* A waiver to expand the flag eligibility requirements to allow the use of vessels under flag registry of the cooperating country, Geographic Code 941, 899 or 935 countries may be authorized when:

(1) It is necessary to assure adequate competition in the shipping market in order to obtain competitive pricing, particularly in the case of bulk cargoes and large cargoes carried by liners;

(2) Eligible vessels provide liner service, only by transshipment, for commodities that cannot be containerized, and vessels under flag registry of countries to be authorized by the waiver provide liner service without transshipment;

(3) Eligible vessels are not available, and cargo is ready and available for shipment, provided it is reasonably evident that delaying shipment would increase costs or significantly delay receipt of the cargo;

(4) Eligible vessels are found unsuitable for loading, carriage, or

unloading methods required, or for the available port handling facilities;

(5) Eligible vessels do not provide liner service from the port of loading stated in the procurement's port of export delivery terms, provided the port is named in a manner consistent with normal trade practices; or

(6) Eligible vessels decline to accept an offered consignment.

(b) *Air transportation.* The preferences for use of United States flag air carriers or for use of United States, other Geographic Code 941 countries, or cooperating country flag air carriers are not subject to waiver. Other free world air carriers may be used only as provided in § 228.05(b).

**§ 228.56 Authority to approve waivers.**

The authority to approve waivers of established policies on source, origin and nationality are delegated authorities within USAID, as set forth in its Handbooks.

Dated: December 6, 1995.

Michael D. Sherwin,

*Deputy Assistant Administrator for Management.*

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**NATIONAL LABOR RELATIONS BOARD**

**29 CFR Part 103**

**Appropriateness of Requested Single Location Bargaining Units in Representation Cases**

**AGENCY:** National Labor Relations Board.

**ACTION:** Notice of extension of time for filing comments to proposed rulemaking.

**SUMMARY:** The National Labor Relations Board gives notice that it is extending the time for filing comments on the proposed rulemaking on the appropriateness of requested single location bargaining units in representation cases.

**DATES:** The comment period which presently ends at the close of business on February 8, 1996, is extended to the close of business on March 15, 1996.

**ADDRESS:** Comments on the proposed rulemaking should be sent to: Office of the Executive Secretary, 1099 14th Street NW., Room 11600, Washington, DC 20570.

**FOR FURTHER INFORMATION CONTACT:** John J. Toner, Executive Secretary, Telephone: (202) 273-1940.

**SUPPLEMENTARY INFORMATION:** The Board's notice of proposed rulemaking

on the appropriateness of requested single location bargaining in representation cases was published in the Federal Register on September 28, 1995 (60 FR 50146). The notice provided that all responses to the notice of proposed rulemaking must be received on or before November 27, 1995. On November 20, 1995 the Board extended the time to January 22, 1996. Because of the recent shutdown of operations due to lack of appropriated funds, the Board extended the time to February 8, 1996. In view of public interest, the Board has decided to further extend the period for filing responses to the notice of proposed rulemaking until the close of business on Friday March 15, 1996.

By direction of the Board.

John J. Toner,

*Executive Secretary.*

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**ENVIRONMENTAL PROTECTION AGENCY**

**40 CFR Part 52**

[WV035-6001; FRL-5416-5]

**Approval and Promulgation of Implementation Plans; West Virginia: Approval of PM-10 Implementation Plan for the Follansbee Area**

**AGENCY:** U.S. Environmental Protection Agency (EPA).

**ACTION:** Proposed rule.

**SUMMARY:** On November 22, 1995, the State of West Virginia submitted to EPA a revised attainment demonstration for the Follansbee, West Virginia nonattainment area for particulate matter with an aerodynamic diameter less than or equal to 10 micrometers (PM-10). West Virginia submitted these revisions to address deficiencies identified by EPA in a final limited disapproval of the particulate matter plans published in the Federal Register on July 25, 1994 (59 FR 37696). Today, EPA is proposing to approve West Virginia's demonstration. By separate notice today, EPA is making an interim final determination that the revised demonstration remedies the deficiencies identified in the rulemaking of July 25, 1994. As a result, the sanctions which could have resulted from the July 1994 rulemaking shall not apply.

**DATES:** Comments on this proposed action must be received by March 6, 1996.

**ADDRESSES:** Comments may be mailed to Marcia L. Spink, Associate Director, Air