



**SUBJECT:** USAID/DCHA/FFP Annual Program Statement (APS) No. FFP-FY-10-001 APS for Emergency Food Security Program.

**ISSUANCE DATE:** April, 7, 2010

**A. AUTHORITY AND INTRODUCTION**

Pursuant to the Foreign Assistance Act of 1961, as amended (FAA), the United States Government (USG), as represented by the U.S. Agency for International Development (USAID), Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA), Office of Food for Peace (FFP), is seeking to support the activities described in this Annual Program Statement (APS).

**This APS applies to all eligible organizations, including Non-Governmental Organizations and Public International Organizations.**

**To receive e-mail notifications of modifications of this APS when new emergencies arise, see Section D.2.**

The Fiscal Year 2010 Congressional Budget request included a request for emergency food security funding to be used for local and regional purchase of food, and other interventions, such as voucher and cash transfer programs to facilitate access to food. USAID's Office of Food for Peace will be receiving funds from the International Disaster Assistance Account to be used for these activities and will be responsible for planning, developing, implementing, monitoring, and evaluating the programs.

Under this program, local and regional procurement (LRP) is the purchase of food aid in a country affected by an emergency, or the purchase in a country in the region for use in the affected country. The Government Accountability Office (GAO) has found that providing cash grants for local and regional procurement rather than in-kind food commodities to implementing partners can enable grantees to deliver food to beneficiaries more quickly and cost-effectively, while also providing development benefits to local communities where the food is purchased. In many cases, LRP can significantly shorten delivery times for food aid, which is a critical priority in emergency food security activities.

Additionally, the use of interventions such as cash and/or vouchers for the procurement of food and non-food items to address food security needs in emergencies has been found to be an important programming tool in contexts where in-kind food aid is not the most appropriate response.

The purpose of this APS is to disseminate information to enable prospective applicants to decide whether to seek funding in support of the subject Emergency Food Security Program (EFSP). USAID assumes no liability for reimbursing potential applicants for any costs they incur in the preparation and submission of concept papers and/or applications.

This APS: (1) provides contextually relevant background information; (2) describes the program aim and types of activities for which concept papers and applications will be considered; (3) describes the process and requirements for submitting concept papers and applications; (4) explains the criteria for evaluating and selecting concept papers and applications; and (5) refers prospective applicants to related documentation available on the Internet.

**While managed by FFP, Title II rules and procedures do not apply to programs funded under this APS unless otherwise specified.**

As of November 1, 2005, the preferred method of distribution of a USAID APS and submission and receipt of concept papers and applications is electronically via <http://www.grants.gov> (“Grants.gov”), which provides a single source for USG-wide competitive grant opportunities. This APS and any future amendments or additions can be downloaded from that website. In order to use this method, an applicant must first register on-line with Grants.gov. If the applicant has difficulty registering or accessing the APS or related documents, the applicant should contact the Grants.gov Helpdesk at 1-800-518-4726 or via e-mail at [support@grants.gov](mailto:support@grants.gov) for technical assistance. It is the responsibility of the recipient of the APS and any related documentation to ensure that it has been received from Grants.gov in its entirety and USAID bears no responsibility for data errors resulting from transmission or conversion processes. It is important that interested organizations sign-up for e-mail updates with Grants.gov so that as changes are posted to this and other USG (including USAID) solicitations, alerts will be received.

## **B. SPECIFIC PROGRAMMATIC GUIDANCE**

### **1. Background**

The objective of this APS is to provide information on the application development, evaluation and approval process for the award(s) of grant(s) for emergency interventions, particularly local or regional procurement of food commodities or the use of cash and/or vouchers for the purchase of food and/or non-food items that reduce food insecurity among the targeted population affected by the emergency.

### **2. Program Objectives and Scope**

**a.** The goal of the Emergency Food Security Program is to save lives and reduce suffering.

**b.** The purpose of the program is to address the highest priority immediate emergency food security needs. For the purpose of this APS, an emergency will be defined as a

specific shock that has an impact on food security. This may be a natural disaster (e.g., flood, droughts) or complex emergencies often characterized by insecurity and population displacement. Only in very extreme circumstances would responses to an economic shock not related to a natural disaster or complex emergency (e.g., rise in food prices due to global price increases, reduced remittances due to a recession) be eligible for funding under the APS. Such economic shocks may, however, be considered aggravating factors when determining food aid needs in response to a natural disaster or complex emergency. In determining whether the proposed program addresses emergency needs, USAID will use four criteria: (1) the situation; (2) the program goal; (3) the program objectives, activities, and indicators; and, (4) the targeted beneficiaries who have been affected by specific shocks. While market analysis is a critical part of program design under this APS, applications solely for this purpose will not be considered.

In most cases, assistance may be provided to countries listed in the Official Development Assistance recipients list of the Organization for Economic Co-Operation and Development (OECD) Development Assistance Committee (DAC). The DAC list of Official Development Assistance recipients can be found at the OECD website: [www.oecd.org/dac/stats/dacelist](http://www.oecd.org/dac/stats/dacelist).

**c.** Local procurement refers to the process of buying food aid commodities in the same country where the food aid is distributed. Regional procurement is the purchase of these commodities in a different country in the same region. For purposes of this APS, a region is defined as a continent. As a primary purpose of regional procurement is to ensure timely arrival of commodities, procurement from a neighboring continent will not be automatically excluded if the countries of use and purchase are relatively near and it can be demonstrated that there is a substantial savings in time compared to U.S. procurement of in-kind food aid.

**d.** Monetization of commodities locally or regionally procured will not be permitted under this APS.

**e.** Title II in-kind food aid will remain the major source of U.S. government emergency food assistance. The Emergency Food Security Program will complement the Title II program and be used primarily under the following conditions:

- (1) Title II food aid cannot arrive in a sufficiently timely manner through the regular ordering process or prepositioned stocks are unable to address emergency needs either because of a new emergency or an increase in needs for an ongoing emergency (e.g., increased displacement during an ongoing conflict);
- (2) Local procurement, cash or voucher programs, due to market conditions, are more appropriate than in-kind food aid to address specific emergency food security needs, or
- (3) In certain cases, significantly more beneficiaries can be served through the use of local, regional procurement, cash and/or vouchers.

While USAID has not identified conditions other than the three listed above, it is not impossible that other conditions might arise to justify funding under this APS.

If circumstances exist that merit both Emergency Food Security Program funds and Title II funds, it is possible to have instances where programs funded by both resources occur in one country.

### **3. Program Duration**

Generally, the program duration is for up to 12 months from the date of award. Funds available under this APS are meant to address immediate food aid needs, which cannot be addressed by Title II programming. Therefore, the 12 month period is appropriate for addressing immediate needs. Pursuant to 22 CFR 226.25(e)(2), awardees may initiate a one-time extension of the expiration date of the award. For one-time extensions, the recipient must notify the USAID Agreement Officer in writing, with supporting reasons and a revised expiration date, at least 10 days before the expiration date specified in the award. This one-time extension may not be exercised merely for the purpose of using unobligated balances. The recipient may initiate a one-time extension unless one or more of the following conditions apply: 1.) the terms and conditions of award prohibit the extension; 2.) the extension requires additional Federal funds; 3.) the extension involves any change in the approved objectives or scope of the project.

### **4. Anticipated Funding Availability**

Absent exceptional circumstances, USAID anticipates most local and regional procurement awards will not exceed \$30 million. USAID expects most cash and voucher programs to be smaller. These figures are provided for planning purposes only. Project proposals can be submitted above or below these dollar ranges.

If more than one application is accepted for a country, the allocation of funding will be based primarily on the relative number of beneficiaries in the area where the applicant proposes to provide assistance. One country may have more than one awardee.

### **5. Anticipated Number of Awards**

USAID plans to make multiple awards under this APS. Nevertheless, USAID reserves the right not to make any awards at all. Issuance of this APS does not constitute an award commitment on the part of the U.S. Government, nor does it commit the U.S. Government to pay for any costs incurred in the preparation and submission of any application. There is no limit regarding the number of applications submitted for a given region or country. Organizations making multiple submissions are not required to provide a priority ranking.

### **6. Type of Award(s)/Substantial Involvement**

USAID anticipates that grant(s) will be awarded as a result of this APS. However, USAID reserves the right to award cooperative agreements. Umbrella awards, in which grantees provide sub-grants throughout the grant period to address previously unidentified needs, will not be awarded under this APS.

### **7. Cost-Sharing (Matching)**

**a. NGOs**

Non-Governmental Organizations (NGOs) are not required to include counterpart funding. However, applications that include in-kind and/or cash contributions from non-USG sources are encouraged, since cost-sharing demonstrates a strong commitment to the planned activities. Cost-sharing will be subject to 22 CFR 226.23 and the standard provision entitled “Cost Sharing (Matching)” (U.S. NGOs) or the standard provision entitled “Cost-Sharing (Matching)” for non-U.S. NGOs.

**b. PIOs**

Public International Organizations (PIOs) are not required to include counterpart funding, although applications that include in-kind and/or cash contributions from non-USG sources will be more competitive, since they demonstrate a strong commitment to the planned activities. While the term “cost-sharing” is not used in USAID grants and cooperative agreements with PIOs, the concept of cost-sharing is manifested by the USAID requirement that USAID must have audit rights, and the recipient must comply with USAID’s procurement requirements, if USAID will be the sole contributor to a program established by a PIO.

**8. Program Income**

**a. NGOs**

If the successful applicant(s) is/are a non-profit organization, any program income generated under the award(s) will be added to USAID funding (and any cost-sharing that may be provided) and used for program purposes. However, pursuant to 22 CFR 226.82, if the successful applicant is a for-profit organization, any program income generated under the award(s) will be deducted from the total program cost to determine the amount of USAID funding. Program income will be subject to 22 CFR 226.24 (U.S. NGOs) or the standard provision entitled “Program Income” for non-U.S. NGOs.

**b. PIOs**

Any program income generated under the award(s) will be added to USAID funding (and any non-USAID funding that may be provided) and used for program purposes.

**9. Authorized Geographic Code and Commodity Purchase Requirements**

**a. All Programs**

Except in rare cases, food commodities purchased under local and regional procurement should be from list of OECD DAC Official Development Assistance recipients. The Development Assistance Committee list of Official Development Assistance recipients can be found at the Organization for Economic Co-Operation and Development website: [www.oecd.org/dac/stats/daclist](http://www.oecd.org/dac/stats/daclist). The 2009 list should be used unless and until a 2010 list is available.

**b. Restricted Countries**

Local and regional procurement of commodities must not benefit markets of State Sponsors of Terror. A list of State Sponsors of Terror may be found at the State Department website: <http://state.gov/s/ct/c14151.htm>.

**c. NGOs**

USAID's rules for the source, origin, and componentry of goods (other than "restricted goods," as described in ADS 312 [<http://www.usaid.gov/policy/ads/300/312.pdf>]), and the nationality of suppliers of goods and services (other than delivery services, as described in ADS 314 [<http://www.usaid.gov/policy/ads/300/314.pdf>]), which are financed by USAID and procured by the recipient under the award(s) resulting from this APS, are set forth in 22 CFR 228 ([http://www.access.gpo.gov/nara/cfr/waisidx\\_08/22cfr228\\_08.html](http://www.access.gpo.gov/nara/cfr/waisidx_08/22cfr228_08.html)). These rules do not apply to procurement by the recipient with cost-sharing or program income funds. Except as authorized under USAID's "Local Procurement" rules (see 22 CFR 228.40), the authorized geographic code (see 22 CFR 228.1) for the award(s) resulting from this APS is 935, subject to the recipient's compliance with the order of preference and file documentation requirements set forth in paragraph (b)(1) of the standard provision entitled "USAID Eligibility Rules for Goods and Services".

**d. PIOs**

USAID's procurement rules do not apply to awards to PIOs unless USAID is the sole contributor to a trust fund established by the PIO. If USAID is the sole contributor, the standard provisions for non-U.S. non-governmental recipients entitled "USAID Eligibility Rules for Goods and Services," and provisions covering the procurement policies of goods and services and as found in ADS 303 [<http://www.usaid.gov/policy/ads/300/303.pdf>], will apply.

**10. Title to Property**

**a. NGOs**

Title to property financed by USAID under the award(s) will vest in the recipient, and will be subject to 22 CFR 226.30-37 (U.S. NGOs) or the standard provision entitled "Title To and Use of Property (Recipient Title; Over \$50,000) for non-U.S. NGOs.

**b. PIOs**

Title to property financed by USAID under the award(s) will vest in the recipient without further obligation to USAID, unless USAID is the sole contributor to a trust fund established by the PIO. If USAID is the sole contributor, all such property will be subject to the standard provision entitled "Title To and Use of Property (Recipient Title; Over \$50,000)."

**11. Post-Award Reporting**

All final programmatic and financial reports are due within ninety (90) days of the end of the program. If the program is less than six (6) months in duration, no interim reports are required. If the program is longer than six (6) months then interim reports should be provided every six (6) months, unless otherwise stipulated in the agreement. USAID will make program information available to the public as appropriate.

**a. Programmatic Reporting**

**(1) All Programs**

Reporting requirements will be identified in the award. At a minimum, reporting will be required on the following.

All programs:

- Number of beneficiaries targeted and reached (disaggregated by gender and sector).
- Cost per beneficiary.

For local and regional procurement:

- Actual volume and cost for commodities purchased, by commodity type and origin, compared with costs in the most up-to-date DCHA/FFP commodity calculator. (This can be found at: [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/ffp/impletool.html](http://www.usaid.gov/our_work/humanitarian_assistance/ffp/impletool.html). In addition to commodity cost, other costs should be identified (e.g., survey, fumigation). USAID requests that purchase contract costs be disaggregated in order to reflect commodity costs. If a full breakdown is not possible, USAID requests that awardee provide a commodity price estimate or fair market value at the time of purchase.
- Actual volume and cost for commodities purchased, by commodity type and origin, compared to planned purchases and volume tendered (if there were differences).
- Actual transport costs, differentiating by ocean freight and ground transport.
- Time from (1) agreement with donor to tender; (2) tender to procurement; (3) procurement to possession by grantee in country of distribution and (4) possession to beneficiary distribution.
- Prices of the commodities purchased two weeks before and two weeks after the procurement. Price determination will be performed for the area (or region if necessary), based on the availability of the most accurate statistics.
- Where applicable, dollar value and metric tonnage of commodities procured from small-holder producers, including market identifying information and location of producers.
- Commodity safety and quality assurance inspection results compared to local country food safety guidance or Codex Alimentaris, as referenced in Section E.2.b.(3).H. Results must contain mycotoxin levels and moisture content certification.

For cash and voucher programs:

- Actual number and value of vouchers and cash transfers used and/or distributed to beneficiaries.
- Time from agreement with donor to possession to beneficiaries.
- For cash programs, price information on key staples in the area of the program, four weeks before the program begins, monthly during the program, and four weeks after the program ends. For voucher programs, this should be done for major commodities included in the program. In

reporting price changes over time, comparisons should be made to any regular seasonal changes of prices.

- For cash programs, post-distribution surveys to identify how households used their additional resources.

## **(2) PIOs**

In addition to above, programmatic reporting requirements shall be in accordance with the recipient's standard reporting prepared for USAID.

### **b. Financial Reporting and Payment**

Financial reporting will depend on the payment provisions of the award, which cannot be determined until after the successful applicant(s) is/are selected. Advance payments will generally be made if the applicant's systems, policies, and procedures meet USG and USAID requirements. The recipient(s) will be required to have a U.S. bank account into which payments under the award will be made.

## **12. Closeout Procedures**

Awards under this APS will be administered in accordance with the closeout procedures identified in 22 CFR 226.71.

## **C. APPLICANT ELIGIBILITY**

USAID will not accept applications from individuals. All applicants must be legally recognized organizational entities under applicable law. The following types of organizations may apply for funding under this APS:

### **1. NGOs**

#### **a. Types and Nationalities of NGOs**

##### **(1) U.S. and Non-U.S. Organizations**

Qualified U.S. and non-U.S. private organizations may apply for USAID funding under this APS, in accordance with ADS 303.1. Foreign government-owned parastatal organizations from countries that are ineligible for assistance under the FAA or related appropriations acts are ineligible.

#### **b. Registration as a Private Voluntary Organization (PVO)**

Pursuant to ADS E251.5.3.(a)6, applicants do not need to be registered with USAID as a PVO to be eligible for funding under this APS.

**c. “Responsibility” of Applicant**

In order for an award to be made, the Agreement Officer must make an affirmative determination that the applicant is “responsible,” as discussed in ADS 303.3.9. This means that the applicant must possess, or have the ability to obtain, the necessary management and technical competence to conduct the proposed program, and must agree to practice mutually agreed-upon methods of accountability for funds and other assets provided or funded by USAID.

In the absence of an affirmative “responsibility” determination, an award can ordinarily not be made. However, in rare cases, an award can be made with “special award conditions” (*i.e.*, additional non-standard award requirements designed to minimize the risk presented to USAID of making an award to an NGO for which an affirmative determination of “responsibility” cannot be made), but only where it appears likely that the applicant can correct the deficiencies in a reasonable period.

**d. New Partners**

Partners new to USAID may submit applications. However, resultant awards to these organizations may be delayed as USAID may need to undertake necessary pre-award reviews of these organizations to determine their “responsibility” (see subparagraph [c] above). These organizations should take this into account and plan their implementation dates and activities accordingly.

**e. Pre-Qualification**

There is no pre-qualification requirement under this APS.

**2. Other USG Agencies**

USG departments and agencies may not apply for funding under this APS.

**3. PIOs**

PIOs may apply for funding under this APS.

**4. Foreign Governmental Organizations**

Foreign governmental organizations are organizations that function as a governing body, such as foreign ministries and local governments. Foreign governmental organizations may not apply for funding under this APS. Note: USAID policy makes foreign governmental organizations ineligible as sub-recipients under awards to NGOs unless special approval is provided. Even if special approval is provided, potential applicants must consider the impact of foreign governmental organizations' sovereignty on issues such as audits, cost disallowances, disputes, etc. (see <http://www.usaid.gov/policy/ads/300/updates/iu3-1.pdf>). In addition, USAID policies do not permit the payment of "salary supplements" to employees of a host government except in

exceptional circumstances and with special approval. Additional guidance on salary supplements may be found at: <http://www.usaid.gov/policy/ads/200/119780.pdf>.

## **5. Code of Conduct**

As a condition for any award resulting from this APS, applicants must have adopted a code of conduct that addresses the protection of beneficiaries of assistance from sexual exploitation and abuse in humanitarian relief operations.

## **D. SELECTION PROCESS AND SCHEDULE**

### **1. Selection Process**

Grant approval authority rests with the USAID Office of Acquisition and Assistance (OAA). Award determinations are made by the Agreement Officer based on the outcome of a Technical Evaluation Committee (TEC) review of each application.

USAID requires applicants to submit a brief concept paper prior to submitting a full application. Concept papers will be reviewed as they are received by USAID to quickly determine whether USAID would consider funding the applicant's conceived program, without imposing the burden of preparing full applications initially. The concept papers will be reviewed to determine whether the applicant demonstrates that (1) the situation is an emergency and (2) there is a strong justification for using the funds in this APS as opposed to Title II in-kind food aid and with respect to the USG food aid response to date. USAID will not request or accept full applications for concept papers that do not meet all of the minimum threshold requirements. Applicants meeting minimum threshold requirements for the concept papers will then be requested to submit full applications for the conceived program (or portion thereof). Such a request is not a commitment by USAID to support the conceived program (or portion thereof), and acceptance of a concept paper does not guarantee that USAID will fund a full application after it is submitted. The decision as to whether to submit a full application is at the applicant's sole discretion.

Full applications will be evaluated on a weekly basis in accordance with the criteria set forth in Section F below. After evaluation of the applications, either award(s) will be made, or, if deemed necessary or desirable by USAID, written and/or verbal discussions/negotiations will be conducted with applicants that submit the most highly rated applications. After the conclusion of any such discussions/negotiations, such applicants will, unless otherwise advised, be required to submit a revised application, which will be re-evaluated against the criteria set forth in Section F below. Ordinarily, award(s) will be made after the first round of any such discussions/negotiations and revised applications; however, USAID reserves the right to conduct subsequent rounds of discussions/negotiations and revised applications, and to limit the number of applicants with whom such discussions/negotiations would be conducted and revised applications requested.

The application process has been designed to minimize the time needed for award approval. While there is no time limit or approval deadline associated with this APS application review process, USAID will make every effort to make funding determinations as quickly as possible.

## **2. Schedule**

This APS is open from the time it is posted until September 30, 2010. Pending funding availability, awards may be considered through September 30, 2010. USAID intends to review applications as they are submitted but if certain circumstances arise, USAID may amend the APS to identify and request applications for particular countries or regions of interest. If amended, USAID will post amendments to Grants.gov, where you may sign up to receive notifications of changes. In addition, USAID will send out a notice to all interested parties, who register under this APS, notifying them of the modification. To register to receive these supplementary notices, please send the following information to [EFSP@macf.com](mailto:EFSP@macf.com): Organization name and address, points of contact names and e-mail addresses.

This APS may also be amended for other reasons, such as to establish subsequent deadlines or indicate that an award(s) has/have been made and that no further funding is available.

## **E. GENERAL GUIDANCE**

**1.** Applicants are encouraged to review *Results-Oriented Assistance: A USAID Sourcebook* (<http://www.usaid.gov/pubs/sourcebook/usgov/>), which may prove helpful in preparing concept papers and applications.

### **2. Content of Concept Papers and Applications**

#### **a. Concept Papers (Not to Exceed Two Pages)**

While there is a two page maximum, it is USAID's expectation that most concept papers will not exceed one page. In addition to concept papers, applicants should submit a one page resource request table, which contains cost and purchase information for commodities as well as cost information for cash and voucher programs. Applicants must use the concept paper and resource request table templates which will be posted on the FFP web site at [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/ffp/efsp.html](http://www.usaid.gov/our_work/humanitarian_assistance/ffp/efsp.html). Concept papers should include organizational information, and preliminary technical and budget information, as follows:

#### **(1) Introduction**

- (A) Name and address of organization;
- (B) Type of organization (*e.g.*, PVO, PIO);

- (C) Contact point (phone and e-mail);
- (D) Signature of authorized representative of the applicant who is empowered to contractually obligate the applicant.

**(2) Technical Information**

- (A) Describe the emergency, to include location and sufficient information to confirm that it meets the definition of emergency needs used in this APS [see Section B.2.b.]. If the application is to support a program or appeal already approved and being funded by DCHA/FFP, reference the program and identify any new emergency needs to be addressed by using any resources provided under this APS.
- (B) Program Summary. Provide approximate number of beneficiaries, duration, and distribution method (e.g., general food distribution). If the application is to support a program or appeal already approved and being funded by DCHA/FFP, reference the program and identify any changes that should be made if resources are also provided under this APS.
- (C) Justification. Provide the reason(s) for use of emergency food security program funding instead of Title II in-kind food aid, which, per Section B.2 above, may be one or more of the following: (1) Title II food aid cannot arrive in a sufficiently timely manner through the regular ordering process or prepositioned stocks are unable to address emergency needs either because of a new emergency or a sudden increase in needs for an ongoing emergency (e.g., increased displacement during an ongoing conflict); (2) Local procurement, cash or voucher programs, due to market conditions, are more appropriate than in-kind food aid to address specific emergency food security needs; or (3) In certain cases, significantly more beneficiaries can be served through the use of local, regional procurement, cash and/or vouchers. In the justification, briefly describe why the proposed response (e.g., local procurement, regional procurement, cash/voucher program) is appropriate with respect to the USG food aid response to date and given the food available on the market and economic access to the food by potential beneficiaries. If the applicant used a specific methodology to determine the appropriate type of intervention, it should be explained. For country specific Title II food aid response figures please refer to USAID FFP's Country Fact Sheets at: [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/ffp/wherewework.html](http://www.usaid.gov/our_work/humanitarian_assistance/ffp/wherewework.html).
- (D) Identify commodities to be purchased and country of origin for the commodities (if it is local and regional procurement), as well as expected time-frame delivery from date of procurement to beneficiary population.

### **(3) Cost Information**

Provide approximate cost for the entire program (or modification to an existing program), separating out the approximate cost per metric ton for each commodity, if applicable.

### **(4) General Considerations**

USAID understands that the information in the concept papers will be preliminary, and may change in the final application.

#### **b. Applications**

Applications should be 5-10 pages (not including budget, budget narrative, and commodity procurement table, all of which will be included as appendices) and should include the following:

- (1) Justification for Emergency Food Security Program Use.** Provide the reason(s) for use of emergency food security program instead of Title II food aid, which, per Section B.2 above, may be one or more of the following: (1) Title II food aid cannot arrive in a sufficiently timely manner through the regular ordering process or prepositioned stocks are unable to address emergency needs either because of a new emergency or an increase in needs for an ongoing emergency (e.g., increased displacement during an ongoing conflict); (2) Local procurement, cash or voucher programs, due to market conditions, are more appropriate than in-kind food aid to address specific emergency food security needs; or (3) In certain cases, significantly more beneficiaries can be served through the use of local, regional procurement, cash and/or vouchers. In the justification, describe why the proposed response (e.g., local procurement, regional procurement, cash/voucher program) is appropriate with respect to the USG food aid response to date and given the food available on the market and economic access to the food by potential beneficiaries.

  - (A)** If justifying use of the funds due to timeliness, estimate the expected time required from (1) agreement with donor to tender; (2) tender to procurement; (3) procurement to possession by grantee in country of distribution and (4) possession to beneficiary distribution. Include separate timeline(s) if using voucher and/or cash transfer(s).
  - (B)** If justifying based on appropriateness of intervention, provide any assessments or analyses to support it. Include information demonstrating that the basic conditions exist to make vouchers and/or cash more appropriate than in-kind food distributions (Title II, local or regional procurement), such as if local markets in the target areas function, beneficiaries have access to markets, and security risks associated with voucher distribution can be managed by the applicant. Provide information detailing the beneficiary targeting strategy,

corruption/counterfeit prevention strategies, and an inflation risk assessment. A clear linkage must be made between the distribution of vouchers and/or cash and reduced emergency food assistance needs and food insecurity among the beneficiary population.

- (C) If justifying based on costs, compare anticipated commodity and ocean freight costs with those used for Title II purchases using the Title II commodity calculator, which can be found here: [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/ffp/impletool.html](http://www.usaid.gov/our_work/humanitarian_assistance/ffp/impletool.html). In addition, identify the additional number of beneficiaries that can be provided food aid per month for the duration of the program proposed under this APS if local and regional procurement is used compared with Title II food aid. For this purpose, applicants may state that inland and distribution and program costs would be the same whether Title II or local/regional procurement is used, if true.
- (2) **Emergency Food Assistance Needs.** Briefly describe the shock or trigger event of the emergency (e.g., flood), identify the geographic area (e.g., 3 districts in X country) and number of people affected (e.g., 25,000 people), explain the assessment methodology, and justify why food assistance is needed. If a published assessment is used (e.g., UN appeal), cite the source. (Note: This assessment should not be a comprehensive history of the country or region.) If the application is to support a program or appeal already approved and being funded by DCHA/FFP, identify changes in terms of emergency needs and potential pipeline breaks.
- (3) **Program Description.** The following information should be provided. If the application is to support a program or appeal already approved and being funded by DCHA/FFP, identify changes in terms of the beneficiaries, ration, distribution method, timeline and implementing partners.
- (A) **Beneficiaries:** Identify the target group (e.g., households, pregnant and lactating women, under-fives), the number of people targeted and the percentage of the total number of people affected who are targeted. Applicants should also provide a rationale for the targeting criteria (or describe the methodology used), percentage of people targeted (e.g., why only some of the people affected are targeted) and estimated the total number of beneficiaries (individuals) who fall into the following categories: refugees, internally displaced persons and other.
- (B) **Ration:** Describe the food aid ration composition (food aid commodity type and quantity) per individual and beneficiary group. If rations are being proposed to support more than one activity or are being distributed by more than one agency in the country discuss whether and how the rations are complementary and/or harmonized. Estimate what percentage of kilocalories required the food aid ration is designed to meet and for how

long and explain why it was selected. For cash or voucher programs, applicants should provide the above information with regard to the value of the assistance per beneficiary or family. For voucher programs, include goods redeemable via voucher and justification for each.

- (C) **Distribution Method:** Identify and justify distribution method(s) per technical sector being targeted for activity intervention, disaggregated by method. For food aid programs, these may include general food distribution, supplementary feeding, food for work, and others. For cash and voucher programs, include controls in place to prevent diversion of cash, counterfeiting of vouchers and diversion of voucher reimbursement funds. Market Access Programs like the current one in Zimbabwe are not excluded from this APS, though there must be a strong justification.
- (D) **Timeline:** Identify the proposed start date, when food aid commodities, or cash or vouchers, are required, when distributions would start and end, including proposed expiration date of the grant.
- (E) **Logistics:** Briefly describe the logistical assets, arrangements and infrastructure (e.g., ports, roads, rail, transport, storage facilities) the program will utilize. (Note: This section does not need to be extensive. The objective is to demonstrate that the assets, arrangements and infrastructure are/will be available to immediately carry out a rapid response program.)
- (F) **Implementing Partners:** Identify implementing partners (to include sub-grantees) and their respective roles (e.g., targeting, distribution). If the applicant intends to work with the host government, describe the nature, roles, and respective responsibilities of the relationship.
- (G) **Commodity Procurement Table:** Include a table detailing the intended commodity procurement, including source and destination countries and estimated commodity cost per metric ton. Describe the procurement modality (e.g., warehouse receipt program, forward contract, etc.). Note that it is the responsibility of the awardee to develop contractual arrangements in accordance with U.S. laws and regulations. Also detail anticipated shipping method, dates of departure from the country of origin, arrival in the country of distribution as well as down to the beneficiary level(s). In selecting commodities for distribution, it is incumbent upon the awardee to balance the need for a timely emergency response and the appropriate mix of commodities.
- (H) **Commodity Safety and Quality Assurance:** Commodity safety and quality assurance inspections are required for all projects where local and regional procurement is utilized. Grantees are required to contract established inspection services prior to shipment and distribution, and retain a copy of

each certificate for their records. Expenses for commodity safety and quality assurance inspections should be included in the application budgets. For bulk commodities, local country food safety guidance must be followed; absent that, Codex Alimentaris standards must be followed. All commodities must be tested for mycotoxins and have moisture content certified. Please see the *FFP Commodity Reference Guide* for commodity content statistics, information on proper commodity storage, and other information:

[http://www.usaid.gov/our\\_work/humanitarian\\_assistance/ffp/crg/](http://www.usaid.gov/our_work/humanitarian_assistance/ffp/crg/). For maximum mycotoxin levels please see:

<http://foodquality.wfp.org/FoodSafetyandHygiene/FoodSafety/Othersafetyproblems/tabid/321/Default.aspx?PageContentID=412>. Organizations in the food procurement chain must also meet ISO 22000:2005 standards for food safety management systems.

Regarding voucher programs, it is expected that commodities procured through the Emergency Food Security Program, which are redeemed through vouchers, will meet the commodity standards of the recipient country.

- (I) Protection. Due to potential security threats involved with emergency assistance, especially involving cash and vouchers, identify security measures in place to protect beneficiaries and staff.
  - (J) Coordination: Provide a brief description of the geographic or sectoral division of food security responsibilities among NGOs, UN agencies, host government authorities and others to demonstrate that the applicant's programs will not overlap with those of others, and identify gaps in the areas between those of the applicant and others. Describe complementarity between the proposed program and existing Title II programs in the country.
  - (K) Monitoring and Evaluation Plan: Address how monitoring and evaluation will be accomplished including who will be responsible for data collection and what indicators will be used. At this time, there are no required indicators, however applicants are urged to submit a results framework and associated indicators that demonstrate impact, outcomes and outputs of proposed activities. Please see Section B.11 above for minimum monitoring and reporting requirements.
- (4) Market Impact. All applicants are required to submit a brief market impact analysis. This analysis should be as detailed as necessary, and may include non-quantitative factors, such as infrastructure and competition.

- (A) For local and regional procurement, provide an analysis of the possible impact on markets in the location of commodity origin, to include information to indicate a low likelihood of a discernable impact in terms of increased prices facing low-income consumers in the country. If applicable, include an explanation of any positive development benefits to local communities and markets where the food is purchased. Applicants should note that any procurement strategies should not jeopardize the key emergency response priorities noted in this APS. The applicant must ensure they pay competitive prices for commodity procurements. To assist in this analysis, applicants may use comparative or parity price calculations. More information on parity pricing can be found at: [http://v4.fews.net/docs/Publications/MT%20Guidance\\_Import%20Export%20Parity%20Price%20Analysis\\_No%201\\_En.pdf](http://v4.fews.net/docs/Publications/MT%20Guidance_Import%20Export%20Parity%20Price%20Analysis_No%201_En.pdf).
- (B) For cash and voucher programs, provide an analysis of the possible impact on markets in the program location, to include information that indicates a low likelihood of a discernable impact, especially in terms of increased prices facing low-income consumers.
- (C) Independent market analysis is encouraged, but it should not be used if it will slow the response.
- (5) Organizational Capabilities. Provide background of organization's experience and expertise in the geographic and programmatic/technical area proposed: local and regional commodity procurement (to include competitive procurements, safety and quality assurance testing), cash and/or voucher programs.
- (6) Cost Proposal. Identify all cost items. Classify costs by support funds associated with vouchers and/or cash transfers, commodity procurement, transport, shipping and handling costs, support funds associated with program activity costs, cost share and/or other as appropriate. Provide a brief narrative justifying all cost items. Provide a cost estimate that includes a detailed budget of IDA costs, as well as cost share and other U.S. government funding as applicable. The financial plan should meet the criteria contained in OMB Circular A-122, which will be used to determine whether the financial plan is reasonable. With regard to payment of local government taxes, awardees must comply with allowable cost principles outlined in 22 CFR 226 and OMB Circular A-122. At a minimum, the following line items are intended as cost categories and should be included in a budget summary table for review:
- i. International Staff Salaries and Benefits;
  - ii. National Staff Salaries and Benefits;
  - iii. Total Salaries and Benefits;

- iv. Supplies and Materials;
- v. International Travel;
- vi. Domestic Travel;
- vii. Commodity Procurement, Transportation and Warehousing;
- viii. Total Travel and Transport;
- ix. Capital Equipment;
- x. Consultancy/Technical Assistance/Training;
- xi. Sub-awardee;
- xii. Other;
- xiii. Sub-Total Direct Costs;
- xiv. Indirect/Overhead costs; and
- xv. Grand Total

PIOs may use budget categories used in appeals or other USAID funding request.

- (7) USAID Environmental Regulations. In accordance with 22 CFR 216.2(b)(1)(i) international disaster assistance programs are exempt from USAID environmental procedures (e.g., Initial Environmental Examination, Environmental Assessment, Environmental Impact Statement), however applicants are encouraged to assess environmental impacts (e.g., changes in fuelwood/energy pressures) from the program activities and are also encouraged to submit a Rapid Environmental Impact Assessment (Rapid EIA), as outlined in [http://www.usaid.gov/our\\_work/environment/compliance/ane/ane\\_guidelines/humanitarian\\_ane.pdf](http://www.usaid.gov/our_work/environment/compliance/ane/ane_guidelines/humanitarian_ane.pdf).
- (8) Certifications, Assurances, and Other Statements of Applicant and/or Recipient. Pursuant to ADS 303.3.8, certifications are required for all grants prior to final approval. The templates can be found at: <http://www.usaid.gov/policy/ads/300/303sad.pdf>. (Note: Not Applicable to PIOs)
- (9) Financial Documents. A copy of the latest Negotiated Indirect Cost Rate Agreement (NICRA), or indirect cost/overhead structure. (Note: Not applicable to PIOs.)
- (10) Other Documents. It is recognized that, in some programs, identification of specific teaming partners and sub-recipients cannot occur until after award and, hence, specific delineation of responsibilities and costs cannot be provided in the concept paper and/or application. Nevertheless, such information is, in fact, often known at the time the concept paper and/or application is being prepared. In order to reduce the post-award administrative burden of obtaining post-award approval for such sub-awards, and thereby, facilitate program implementation and the achievement of results in the timeframe of the award(s), applicants are strongly encouraged to identify such teaming arrangements and sub-recipients in the technical/programmatic and cost/budget/management sections of their concept paper and/or application, if any, to the maximum practicable extent.

When such organizations are identified, Letters of Intent, Letters of Agreement, or Memoranda of Understanding should be included in the application.

Applications must be submitted in English. Documentation in other languages may be included as long as there is an English translation. Applications should use Word 2000 or newer and/or Excel 2000 or newer. The signed certifications and representations are required at the time of submission of an application and may be provided in PDF format. Applications submitted without the required signed documentation will not be finalized.

USAID encourages PIOs and international NGOs to support, mentor, partner, and collaborate with local organizations. It is the responsibility of applicants to ensure that local partners do not appear on the Excluded Parties List (which includes the U.S. Department of Treasury's Office of Foreign Assets Control "*Specially Designated Nationals and Blocked Persons List*"), which can be found at: <http://www.epls.gov>. Applicants working through local partners must ensure that local organizations have the capacity to carry-out expanded programs, and should consider a capacity-building component which will leave a lasting impact on local organizations.

### **3. Place and Means of Submission**

Concept papers and applications must be submitted via Grants.gov and electronically to: [EFSP@macf.com](mailto:EFSP@macf.com). Copies in .zip format may not be submitted since they are automatically quarantined by USAID's computer security system.

### **4. Communications with USAID**

Potential applicants may contact the USAID agreement officer for this APS through [EFSP@macf.com](mailto:EFSP@macf.com).

### **5. USAID Disability Policy and Accessibility Standards**

The applicant's attention is directed to USAID Disability Policies ([http://www.usaid.gov/about\\_usaid/disability/](http://www.usaid.gov/about_usaid/disability/)). These policies have implications for both the program design and program budget.

### **6. Voluntary Survey on Faith-Based and Community Organizations**

- The applicant is encouraged, but is not required, to submit USAID's Voluntary Survey on Faith-Based and Community Organizations ([http://www.usaid.gov/business/business\\_opportunities/cib/pdf/aapd04\\_08.pdf](http://www.usaid.gov/business/business_opportunities/cib/pdf/aapd04_08.pdf)). This does not apply to PIOs.

### **7. Branding Strategy and Marking Plan (BS/MP)**

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- NGO (but not PIO) applicants are required to comply with 22 CFR 226.91 and USAID Acquisition and Assistance Policy Directive (AAPD) 05-11

[http://www.usaid.gov/business/business\\_opportunities/cib/pdf/aapd05\\_11.pdf](http://www.usaid.gov/business/business_opportunities/cib/pdf/aapd05_11.pdf)). A BS/MP need not be included with the concept paper. Applicants who choose not to include their BS/MP with their application will not be penalized during the evaluation process, but should be aware that, if the applicant is an apparently successful applicant, the applicant will be required to submit an acceptable BS/MP as a prerequisite for any resulting award. This would delay any such award, pending receipt and review of the applicant's BS/MP. Moreover, because USAID's branding and marking requirements have cost implications, such costs should be included in the application budget even if the applicant does not submit its BS/MP with the application. These rules do not apply to PIOs.

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- Notwithstanding the above, and unless otherwise agreed in writing by USAID, the BS/MP must indicate the applicant's agreement that all bags for commodities purchased under local and regional procurement must bear USAID logo, the commodity type and quantity, and the following "These commodities are provided by USAID, but were produced in [insert country]." Note: This must be the country of origin, which may differ from the country of purchase.

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- USAID approved Marking Plans may be waived pursuant to conditions set forth in 22 CFR 226.91(j).

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- **8. Ineligible Goods and Services, Ineligible Suppliers, and Restricted Goods**

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- The applicant's attention is directed to ADS 312 (<http://www.usaid.gov/policy/ads/300/312.pdf>) and ADS 313 (<http://www.usaid.gov/policy/ads/300/313.pdf>). These rules and requirements may affect the program design, budget, timing of award, and/or timely program implementation and post-award administration. These rules do not apply to PIOs unless USAID is the sole contributor to a trust fund established by the PIO.

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- **9. Additional Guidelines**

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- **a.** There are no host country agreement eligibility requirements.
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- **b.** USAID-financed ocean shipments of commodities must comply with the requirements of the Cargo Preference Act.
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- **c.** The participant shall ensure that the commission or fees to intermediaries in the transportation procurement process shall not exceed two and a half percent of the transportation cost. The participant shall provide a detailed description of the costs and structure of the commission or fees to intermediaries for commodity and transportation in the budget narrative.

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- **F. EVALUATION CRITERIA (Full Application)**

Technical applications and cost proposals of each application will be evaluated separately. The technical application will be evaluated in accordance with the Technical Evaluation

Criteria set forth below. Thereafter, the cost proposal of all applicants submitting a technically acceptable application will be evaluated for general reasonableness, allowability, and allocability.

**1. Technical Evaluation Criteria.** A Technical Evaluation Committee (TEC) will evaluate applications according to criteria described below.

Evaluation Factors	Points
Justification for Emergency Food Security Program	20
Emergency Food Assistance Needs	20
Program Description	20
Market Impact	20
Organizational Capability	20
Total Number of Points	100

**a. Justification for emergency food security program use** will be evaluated based on the extent to which the Title II food aid could not be used to address the needs [see Section E.2.b.(3)]. Specific criteria include the following: (1) Title II food aid cannot arrive in a sufficiently timely manner through the regular ordering process or prepositioned stocks to address emergency needs either because of a new emergency or an increase in needs for an ongoing emergency (e.g., increased displacement during an ongoing conflict); (2) cash or voucher programs are more appropriate than in-kind food aid to address specific emergency food security needs; or (3) in certain cases, significantly more beneficiaries can be served because of a substantial cost saving through the use of local and regional procurement.

**b. Emergency food security assistance needs** will be evaluated based on the extent to which the situation matches the definition of emergency used in the APS [see Section B.2.b.], the magnitude of needs (based on the number of beneficiaries affected by the emergency), and the severity of needs [see Section E.2.b.(1)].

**c. Program description** evaluation will be based on the extent to which the program will meet the emergency needs identified, to include a review of the information provided in Section E.2.b.(3).

**d. Market impact** analysis will be based on whether the applicant demonstrates that there will be no discernable negative market impact in terms of increased prices facing low-income consumers due to the program either in terms of markets in location of commodity purchase (for local and regional procurement) or program location (for food aid distribution activities and cash and/or voucher programs) [see Section E.2.b.(4)].

**e. Organizational capability** will be evaluated by assessing the organization’s demonstrated ability to carry-out the program, specifically information provided about the

organization's experience and expertise in LRP, cash and/or voucher programs [see Section E.2.b.(5)].

**f. Cost proposal** evaluation will be evaluated for all applicants submitting a technically acceptable technical application to determine if costs are reasonable, allowable, and allocable. Cost has not been assigned a score but will be evaluated for cost reasonableness, allocability, allowability, cost effectiveness and realism, adequacy of budget detail and financial feasibility and cost sharing [see Section E.2.b.(6)].

## **G. AWARD ADMINISTRATION AND RELEVANT WEBSITES FOR REFERENCE**

### **1. U.S. Non-Governmental Organizations**

Awards to U.S. NGOs resulting from this APS will be administered in accordance with the following:

- Chapter 303 of USAID's Automated Directives System (ADS-303), which is available at <http://www.usaid.gov/policy/ads/300/303.pdf>.
- 22 CFR 226 which is available at [http://www.access.gpo.gov/nara/cfr/waisidx\\_03/22cfr226\\_03.html](http://www.access.gpo.gov/nara/cfr/waisidx_03/22cfr226_03.html).
- 2 CFR 230 for non-profit organizations (formerly OMB Circular A-122); and
- OMB Circular A-133 for non-profit organizations, all of which are available at <http://www.whitehouse.gov/omb/circulars/index.html>.
- 48 CFR 31.2 for for-profit organizations, which is available at <http://www.arnet.gov/far/>.
- USAID Standard Provisions for U.S. Non-Governmental Organizations, which are available at: <http://www.usaid.gov/pubs/ads/300/303maa.pdf>.

### **2. Non-U.S. Non-Governmental Organizations**

Awards to non-U.S. NGOs resulting from this APS will be administered in accordance with the following:

- Chapter 303 of USAID's Automated Directives System (ADS-303), which is available at <http://www.usaid.gov/policy/ads/300/303.pdf>.
- 2 CFR 220 for universities (formerly OMB Circular A-21);
- 2 CFR 230 for non-profit organizations (formerly OMB Circular A-122), both of which are available at <http://www.whitehouse.gov/omb/circulars/index.html>.

- 48 CFR 31.2 for for-profit organizations, which is available at <http://www.arnet.gov/far/> .
- USAID Standard Provisions for Non-U.S. Nongovernmental Organizations, which are available at: <http://www.usaid.gov/policy/ads/300/303mab.pdf>.
- 22 CFR 226 which is available at [http://www.access.gpo.gov/nara/cfr/waisidx\\_03/22cfr226\\_03.html](http://www.access.gpo.gov/nara/cfr/waisidx_03/22cfr226_03.html). Note that, while 22 CFR 226 does not directly apply to non-U.S. NGOs, USAID policy is to apply this regulation to non-U.S. NGOs to the extent practicable.

### **3. PIOs**

Awards to PIOs resulting from this APS will be administered in accordance with the following:

- ADS-308, which is available at <http://www.usaid.gov/policy/ads/300/308.pdf>.
- USAID Standard Provisions for Public International Organizations, which are available at <http://www.usaid.gov/policy/ads/300/308mab.pdf>.

### **4. Programmatic and Technical References**

Please consult the DCHA/FFP/EFSP web site for further technical resource information pertaining to program activities described in this APS. If you have suggestions for additional resources, please submit them to [EFSP@macf.com](mailto:EFSP@macf.com). USAID does not necessarily endorse the views expressed in the documents listed in the “*Online Resources*” section of the USAID/FFP/EFSP web site.