

SUBJECT: Next Steps in the Reorganization and Administrative Reform Processes

The Reorganization Working Group (see my Agency Notice of July 17), led by Janet Ballantyne and George Wachtenheim, has completed its work. As a result of their efforts and the outstanding help given to them from all around the Agency, a number of decisions have been made and actions taken. I appreciate your input that enabled the Working Group to present coherent recommendations. The purpose of this notice is to bring you up to date on my decisions and to describe the next steps we must take to make the reorganization and reform actually happen.

#### Reorganization Decision Memos

I have signed five decision memos (attached). Briefly, these memos are as follows:

- \* Memo #1: Unifies program and administrative allocation decisions and policy formulation within PPC; establishes the criteria for the establishment and staffing of three new pillar bureaus; clarifies the role of the regional bureaus; and mandates a DA/AID review of all Washington-based programs with a view toward maximizing resource availability to the field.

- \* Memo #2: Establishes the three pillar bureaus (Global Health; Economic Growth, Agriculture and Trade; and Democracy, Conflict and Humanitarian Assistance), while eliminating the Global and BHR Bureaus.

- \* Memo #3: In accordance with the mandates of the first two reorganization memos, establishes a revised Agency Organization Chart.

- \* Memo #4: Provides generic function statements for PPC and the pillar and regional bureaus.

- \* Memo #5: Contains instructions to components of the M Bureau to undertake implementation of the reorganization within established deadlines. Three categories of actions are addressed, those that affect: (1) people, e.g., movements between bureaus; (2) reallocation of office space; and (3) communications, i.e., computers and telephones.

Other proposals have been developed by the Reorganization Working Group that will impact on the joining of the policy and resource allocation processes within PPC. A final decision on these matters will rest with AA/PPC, Patrick Cronin.

#### Next Steps

Some of the "next steps" are implicit from some of the above decision memos. Others are listed briefly below.

- \* Based on criteria that will be provided in advance, Acting DA/AID Janet Ballantyne will conduct a review of all Washington-based programs (excluding those currently managed by BHR). This review will result in recommendations to me regarding which projects will be considered for phaseout and, of those that will continue, which will be located in the pillar bureaus, the field, and the regional bureau. It will also determine the number and nature of USDH and other technical staff to be assigned to the pillar and regional bureaus.

\* Once they are in place, the new pillar and regional AAs will decide the structure for their bureaus that will best enable them to achieve our Agency goals.

\* PPC will decide on the future of the R4 report and CBJ and issue appropriate guidance.

Finally, as you are aware, apart from the tasks undertaken by the Reorganization Working Group, elements in M have been putting together reform programs in the critical areas of procurement, personnel, financial management, administrative services, and information management. I will communicate the results of this work in a separate notice.

While I am extremely pleased by the accomplishments of the Reorganization Working Group, we know from our experience as development professionals that it is only effective implementation that produces results. Implementation of our restructuring efforts is just beginning, and I know that I can count on your commitment and hard work in helping this to succeed. In the end, we will have an Agency that is better able to meet the foreign policy needs of our country and, in the process, improve the lives of the people we work with around the world.

Andrew S. Natsios

For individuals with special needs who cannot access the organizational chart, a text version will be made available. Please contact George Wachtenheim.

POINT OF CONTACT: George Wachtenheim, AA/LAC, (202) 712-4760

Notice 0848

- Attachment 1 [Decision Memo #1](#)
- Attachment 2 [Decision Memo #2](#)
- Attachment 3 [Decision Memo #3](#)
- Attachment 4 [Decision Memo #4](#)
- Attachment 5 [Decision Memo #5](#)
- Attachment 6 [Organizational Chart](#)

August 14, 2001

**ACTION MEMORANDUM**

TO: The Administrator

FROM: DAA/LAC, George Wachtenheim

SUBJECT: Agency Reorganization: Decision Memo #1

ISSUES FOR DECISION

Whether to approve six baseline decisions related to Agency structure in the first of what will be a series of decision memos on reorganization. The structural changes complement your reform of four key processes: procurement, personnel, information management and financial management. While recognizing the very important role played by Washington-based staff in providing support to programs in the field, the reorganization also ensures that field missions, as USAID's strength and comparative advantage, remain the focal point of assistance delivery. With the structural decisions outlined below in place, the working group will consult broadly and propose details of how the structure will operate.

BACKGROUND

Since your arrival at USAID, you have met with USAID/W and field staff to identify organizational challenges and to determine how USAID might best address them to enable us to work more successfully.

The reform of five key processes--procurement, administrative services, personnel, information management, and financial management--will improve Agency operations. In addition, certain structural changes will streamline the way we do business, promote sound information-sharing for senior decision-making, and reduce redundancies and disproportionalities in staffing which have accumulated over time. Toward this end, Janet Ballantyne, the Acting Deputy

Administrator and Counselor, is reviewing overseas staffing to more closely track with funding levels and program complexity.

### ESSENTIAL FACTORS

#### **1. The location of program and operating expense resource allocation decisions within PPC.**

To improve the linkage between policy and priorities on one hand and resource allocation on the other, it is logical to place both responsibilities within one operational unit. At present, program budget allocations are largely made in the regional, Global and BHR bureaus. Program policy decisions occur throughout the Agency. Operating (administrative) budget allocations are made primarily in the Management Bureau. Bringing program, policy, and administrative decisions together would make the process more rational and transparent. The most logical unit in which to place these responsibilities would be a redesigned PPC. This memo seeks your concurrence in moving program and operating expense (OE) allocation decisions to PPC.

#### **2. The establishment of PPC as the Agency entity with primary authority for program and technical policy and strategy development and decisions.**

While PPC already is responsible for the development of Agency-wide policy and strategy, its role in these matters has become somewhat diluted vis-à-vis regional, country and sectoral interests. This can result in inconsistencies that do not serve the Agency's interests, particularly in its relationships within the U.S. foreign policy community, the Congress and others. It can also result in inflexibility to respond to unforeseen exigencies.

As Administrator, you have the ultimate decision on policy, strategy, programs and budgets. This memo recommends you make PPC the primary focus for decisions concerning policy and strategy on your behalf. Since PPC will have no program monies or interests of its own (other than for CDIE), it will be an impartial arbitrator of competing technical, regional and country initiatives. Because regional bureaus have the capacity to present arguments in favor of strategy, program or resource allocation, PPC will remain a lean operation with a small cadre of analysts. It is recognized that the follow-up to this structural decision will be an agreement on the processes by which decision-making will occur, and that these processes will be collaborative. Both the structure and processes developed

must assure that PPC has a sufficient knowledge base to make decisions that reflect Agency objectives and priorities.

This arrangement has the further advantage of mirroring structural changes envisaged at the State Department, where resources and management allocation decisions will be concentrated at a level outside the regional bureaus. This should enable better coordination between State and USAID regarding budget issues. In the cases of both State and USAID, the intent of the structural change is not to create a top-down process, but to enhance the bottom-up process initiated by the State Department's Mission Program Plan (MPP) and USAID's Strategic Plans.

### **3. The Role of the Regional Bureaus**

Most crises and USG defined concerns are of a regional or country-specific nature, requiring the regional bureaus to take the lead, for example, in working within the USG policy establishment to craft national USG response. Thus, the regional bureaus must maintain their key role as the primary Washington interface with our field missions, other USG agencies (especially the State Department and most inter-agency forums) as well as with governments and regional organizations. As always, the primary purpose of these relationships will be to support the successes of USAID programs in the field.

Regional bureaus will remain the primary conduits by which missions communicate and coordinate with USAID/W, and by which they receive guidance and information on implementing Agency policy and initiatives, including advice on strategy development and programming priorities. In addition, the regional bureaus will manage non-presence country programs. They also will provide liaison with the regional and cognizant pillar bureaus so that Agency policy is informed by the unique economic, social, and political circumstances of the region. In consultation with other elements of the Agency, regional bureaus will provide oversight on performance and program results for countries and regions, and provide backstopping and supervision to Mission Directors. Functions will also include prime responsibility for program and budget implementation.

The purpose of regional bureaus' technical staff will include: provision of technical input to the regional Assistant Administrator to ensure that sectoral priorities are properly integrated into regional foreign policy frameworks; and facilitation of the provision of technical services to field missions. There will also be cases where the regional bureaus make compelling cases that their management of certain projects

is the most effective and appropriate means of achieving USAID's objectives. Regional bureaus will maintain a core technical staff required to adequately carry out the responsibilities assigned.

This set of roles for regional bureaus argues for strong mechanisms for communication and responsiveness vis-à-vis PPC and the other bureaus, as well as a certain balance in decision making and priority setting among all Agency bureaus.

**4. Presentation of geographic bureaus portfolio reviews to determine whether projects will be transferred to the field or a pillar bureau, phased-out or retained.**

Only under certain circumstances will regional bureaus conduct their own activities. There will be a need for and a mechanism to define these "circumstances," which could include activities that are clearly cross-border or with strategically important regional institutions.

**5. The placement of most Washington-based technical staff (direct hire and others) in the pillar bureaus.**

In light of the reduced responsibilities of regional bureaus for project management and technical innovation, this memo recommends that you place most Washington technical staff in the pillar bureaus, while retaining a small core technical capability within the geographic bureaus. This core must be sufficient to cover assigned responsibilities, including staffing when they have a management role.

Moving technical staff to the pillar bureaus is also intended to reduce redundancies and enhance the professional level of the Agency's technical staff by promoting mentoring and training of technical professionals, as well as collaboration and professional exchanges on technical issues.

**6. Pillar bureaus will concentrate on: a) innovation and essential centrally-funded research; b) provision of program mechanisms (such as IQCs) and staff to facilitate technical field support; c) technical leadership in new areas of endeavor; and d) collaborative work with relevant international organizations.**

The pillar bureaus are intended to help the Agency focus on its priorities. They will be expected to provide leadership and innovation in their respective fields. The activities funded by the pillar bureaus, however, will continue to have as their

prime objective the maximizing of program dollars available to field mission programs. This memo recommends that you instruct pillar bureaus to concentrate on program activities that support missions. It is understood that some BHR activities may fall outside of this guidance due to the nature of their programs.

RECOMMENDATIONS

- 1. That you approve moving program and operating expense resource allocation decisions to PPC.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

- 2. That you approve the establishment of PPC as the Agency entity with primary authority for program and technical policy and strategy development and decisions.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

- 3. That you approve the continuation of the critical role of regional bureaus as the primary Washington interface with our field missions, other USG agencies, as well as with host governments and regional organizations.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

- 4. That you instruct the geographic bureaus to carry out portfolio reviews and present to the Acting Deputy Administrator to determine whether regional programs will be phased-out, transferred to the field or a pillar bureau, or retained.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

5. That you approve placing most Washington-based technical staff (direct hire and others) in the pillar bureaus thereby reducing redundancies.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

6. That you instruct the pillar bureaus to carry out sectoral portfolio reviews and present to the Acting Deputy Administrator to determine whether programs will be phased-out, transferred to the field, or retained. Pillar bureau programs must concentrate on: a) innovation and essential centrally-funded research; b) provision of program mechanisms (such as IQCs) and staff to facilitate technical field support; c) provision of technical leadership in new areas of endeavor; and d) collaborative work with relevant international organizations.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

CLEARANCE PAGE FOR ACTION MEMORANDUM requesting decision on  
Agency Reorganization

Clearances:

A-DA/AID:JBallantyne\_\_\_\_\_ Date\_\_\_\_\_

ES:Daller\_\_\_\_\_ Date\_\_\_\_\_

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August 2, 2001

**ACTION MEMORANDUM**

TO: The Administrator

FROM: DAA/LAC, George Wachtenheim

SUBJECT: Agency Reorganization: Decision Memo: #2

ISSUES FOR DECISION

Whether to approve the establishment of three new pillar bureaus that will support the delivery of essential technical services in the field and promote related leading edge research. As a parallel action, it is recommended that you delete the two bureaus that will be replaced by the new entities.

BACKGROUND

In your reorganization notice of May 24, you stated your goal that the Agency "consolidate its many important activities into three program pillars" and structure itself to reflect those priorities. By doing this, USAID programs can be administered more rationally and be more easily described and defended to the Congress and the American people.

A revised organization chart is not attached to this memo. While a draft exists, it is still incomplete, as some key decisions remain, such as the composition and structure PPC will require to meet its enhanced responsibilities.

RECOMMENDATIONS

1. Eliminate the Bureaus for Humanitarian Response and Global Programs, Field Support and Research.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

2. Establish the Bureaus for a) Global Health; b) Economic Growth, Agriculture and Trade; and c) Democracy, Conflict and Humanitarian Assistance.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

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Agency Reorganization:Decision Memo #2

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August 6, 2001

**ACTION MEMORANDUM**

TO: The Administrator

FROM: DAA/LAC, George Wachtenheim

SUBJECT: Agency Reorganization: Decision Memo: #3

ISSUES FOR DECISION

Whether to approve a revised Agency organization chart that reflects the structural changes approved in Decision Memo #2.

BACKGROUND

The first two reorganization decision memoranda established the creation of three technical pillar bureaus and placed administrative and program budget allocation along with policy determination responsibilities within PPC. The full implementation of these decisions requires modifications to the Agency's organization chart.

The organization chart presented for your approval establishes the general shape of the Agency and its operational components. It is recognized, however, that relatively generic sub-components of individual bureaus may be subject to change, depending on Agency needs and the related organizational preferences of the relevant Assistant Administrators. For example, the regional bureau organization charts attached are all the same. Following existing practice, however, regional AAs can decide how best to organize their bureaus.

RECOMMENDATION

That you approve the attached Agency organization chart.

Approve\_\_\_\_\_

Disapprove\_\_\_\_\_

Date\_\_\_\_\_

Attachment: a/s

CLEARANCE PAGE FOR ACTION MEMORANDUM requesting decision on  
Agency Reorganization:Decision Memo #3

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August 16, 2001

**ACTION MEMORANDUM**

TO: The Administrator

FROM: A-DAA/LAC, George Wachtenheim

SUBJECT: Agency Reorganization: Decision Memo #4

ISSUE FOR DECISION

Whether to approve the attached generic functional statements to supplement the Agency's new organizational structure.

BACKGROUND

Attached are generic functional statements for a restructured PPC, Pillar Bureaus, and redefined Regional Bureaus. These statements are generic by design so as to provide your incoming Assistant Administrators with a blueprint to follow in organizing and structuring their respective Bureaus. The functional statements reflect the roles and interrelationships between PPC, the Pillars and Regional Bureaus. They supplement the new organizational structure for the Agency that you approved in Reorganization Decision Memorandum #3.

The approval of these generic functional statements is an important step in a process that will lead to the formal reorganization of the Agency. Once the new Assistant Administrators finalize these plans, the formal reorganization packages for their Bureaus will be vetted by the Unions and approved by the Management Bureau. By providing functional norms for incoming Assistant Administrators to follow, the reorganization process can be standardized and made more efficient.

RECOMMENDATION

That you approve the attached generic functional statements to supplement the Agency's new organizational structure.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

## Bureau for Policy and Program Coordination (PPC)

The Bureau for Program and Policy Coordination (PPC) is responsible for the Agency's overall policy formulation, planning, program and administrative resource allocation and evaluation systems. It serves as the Agency's central staff to integrate bilateral economic and social development assistance in a manner consistent with U.S. foreign policy interests and objectives. In this context, the Bureau ensures that budget allocations and program content reflect USG strategic foreign policy interests, Administration priorities, Agency policies, and program performance. PPC houses the Agency's independent evaluation, performance measurement and development information functions, as well as the Office of the Agency's Chief Economist. It defines and monitors USAID's program priorities. Finally, PPC leads USAID interactions with key development partners and other donor organizations.

### Additional specific functions of PPC include:

- Clarifying objectives and reviewing appropriate and effective bilateral, regional, and sectoral strategies needed to advance the Agency's development program in support of USG foreign policy interests; and
- Developing, updating and assuring familiarity and compliance with the Agency's overall programming procedures.

### In carrying out its functions, PPC works closely with and relies on:

- The Pillar Bureaus for technical assessments, policy recommendations and field support;
- The Regional Bureaus for geographic specific knowledge and assessment of foreign policy import of assistance programs, the development of regional and country specific policy, strategy and budget recommendations and portfolio oversight of operating units; and
- The M Bureau to ensure that the Agency's administrative priorities reflect its policy directions and inform its resource allocation choices.

## Pillar Bureaus

There are three Pillar Bureaus: The Bureau for Global Health; the Bureau for Democracy, Conflict, and Humanitarian Assistance; and the Bureau for Economic Growth, Agriculture and Trade.

The three Pillar Bureaus are the locus of technical leadership for the Agency. Their primary function is to provide technical advice and support to the Agency's Regional Bureaus and field missions, as well as to PPC and other operational offices. The Pillar Bureaus are vested with primary responsibility for research in areas relevant to overall Agency goals and objectives. The pillars investigate and produce innovations and develop pilot projects for wider application. They also draw on knowledge of the most recent advances in their respective technical fields and share that knowledge throughout the Agency.

### Additional specific Pillar Bureau functions include:

- Providing technical support and advice for the design, implementation and evaluation of mission technical strategies and programs at the request of Regional Bureaus and field missions;
- Developing technical strategies and providing guidance in the formulation of Agency policy development and resource allocation;
- Designing and implementing selected programs that address newly emerging global issues;
- Developing and managing programs to provide core technical support services for Agency-wide access;
- Maintaining communication with relevant professional communities, the Agency's development partners, and other USG agencies to keep them apprised of developments in relevant technical fields; and
- Ensuring professional management of the Agency's technical and scientific staff, including assisting in recruitment, training, assignment, and career development.

## Regional Bureaus

There are four Regional Bureaus: Africa, Asia and the Near East, Latin America and the Caribbean, and Europe and Eurasia.

The Regional Bureaus support and provide guidance to the field missions. Regional Bureaus and field missions have responsibility and authority for the design, implementation and evaluation of regional and country strategies and programs. However, Regional Bureaus do not normally manage projects or programs. They operate within the context of the Agency's overall objectives and priorities, and with the technical support and guidance of the Pillar Bureaus. Regional Bureaus evaluate and approve regional and country programs for the region, and conduct periodic reviews of their performance and progress toward achieving program objectives. They recommend regional and country resource requirements, including operating expenses and food aid, within the Agency's overall budget process and within the context of overall Agency guidance. Within their regions, these Bureaus are also responsible for ensuring that Agency systems for internal controls and financial management operate efficiently.

### Additional specific functions of the Regional Bureaus include:

- Providing regional and country expertise and perspective at all points in the Agency decision-making process;
- Evaluating the managerial performance of bureau and mission staff;
- Providing the principal point of Agency contact and coordination with the Department of State Regional Bureaus and other regionally-focused development organizations within and outside of the U.S. Government;
- Coordinating at the regional and country level with other international donors and financial organizations;
- Participating with the Bureau for Democracy, Conflict and Humanitarian Assistance in supporting the Agency's response to humanitarian and political crises;

- Managing non-presence programs or any other programs that are not appropriately managed in the field or in other USAID/Washington bureaus;
- Providing regional and country-specific economic analysis support to Agency bureaus, offices and the missions; and
- Representing the Agency on mission/country program issues to Congress.

CLEARANCE PAGE FOR ACTION MEMORANDUM FOR THE ADMINISTRATOR  
regarding Agency Reorganization:Generic Functional  
Statements.

CLEARANCES:

A-DA/AID:JBallantyne\_\_\_\_\_ Date\_\_\_\_\_

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August 21, 2001

**ACTION MEMORANDUM**

TO: The Administrator

FROM: A-DAA/LAC, George Wachtenheim

SUBJECT: Agency Reorganization: Decision Memo #5

ISSUES FOR DECISION

Whether to approve the administrative processes that will implement the changes in the revised Agency organizational chart and related functional statements.

BACKGROUND

A series of administrative actions will be necessary to implement the decisions regarding the Agency reorganization. These actions will require coordination among the AMS staff in the affected organizational entities and the various M Bureau functional offices, as well as the Office of Security.

ESSENTIAL FACTORS

**Human Resources:**

To carry out the basic organizational changes, the Office of Human Resources (M/HR) must implement several key actions in conjunction with the relevant Administrative Management Staffs (AMS). The first phase of the administrative process will be the development of a streamlined plan for completing the personnel actions associated with the reorganization. This will result in changes to the Agency staffing pattern to reflect the establishment of the new pillar bureaus and the enhanced role of PPC. HR will need to negotiate and obtain

concurrence from the two unions, AFSA and AFGE, prior to undertaking these actions. Completion of this process should be finalized within 4 to 6 weeks of the effective date of the Agency reorganization.

Other major HR related actions impacted by the Agency reorganization include the current Employee Evaluation Program, as well as the Foreign Service Assignment Process for the 2002 Cycle. HR will need to determine the extent of the impact, issue guidance and/or amended instructions and announce new positions resulting from the reorganization as required. HR reorganization actions also must take into account the government-wide delayering exercise.

**Space and Logistics Management:**

Space and logistics will be one of the most difficult challenges of the reorganization process. An overarching concern will be the development of a plan that will minimize costs and disruption to daily work operations. The action plan to govern the physical movement of staff must factor in the possibility of an Agency-wide move out of the RRB. A strategic time-sensitive plan for movement of personnel must be developed by M/AS in conjunction with the appropriate AMS staff. Space in the RRB is limited, and will be a major constraint. To carry out the reorganization on a timely basis, space and logistics management must be centralized within M/AS.

**Information Systems, Telecommunications and Personnel/  
Physical Security:**

M/IRM must develop a comprehensive communications plan to address changes to the computer, telephone and cable systems. Another major concern will be the impact of the reorganization on those authorized to use the Phoenix financial management system.

The Office of Security must re-designate restricted and non-restricted space and bureau unit security officers as well as change office/bureau access to space for those employees transferring bureaus. The development and implementation of the classified LAN system also must be altered to conform to the new organizational structure.

RECOMMENDATIONS

1. That you direct the relevant HR and AMS offices to develop and implement a streamlined action plan to effect the personnel changes resulting from the Agency reorganization to be completed no later than six weeks following the approval date of the reorganization.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

2. That you approve the centralization of space and logistic management authority to the Office of Administrative Services, and direct M/AS to conduct a space occupancy assessment, develop an action plan and a cost analysis to effect the physical moves of staff resulting from the Agency reorganization. This time-phased plan would be completed within 30 days of the approval date of the reorganization.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

3. That you direct M/IRM to develop and implement a time-phased plan to address changes to computer, telephone, and e-mail accounts, and (in conjunction with M/FM) to address issues associated with the Phoenix financial management system.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

4. That you direct the Office of Security to develop an action plan for all security-related changes resulting from the Agency reorganization, including building security access, re-designation of unit security officers, and the classified LAN system.

Approve: \_\_\_\_\_

Disapprove: \_\_\_\_\_

Date: \_\_\_\_\_

CLEARANCE PAGE FOR ACTION MEMORANDUM TO THE ADMINISTRATOR  
regarding Agency Reorganization: Decision Memo #5

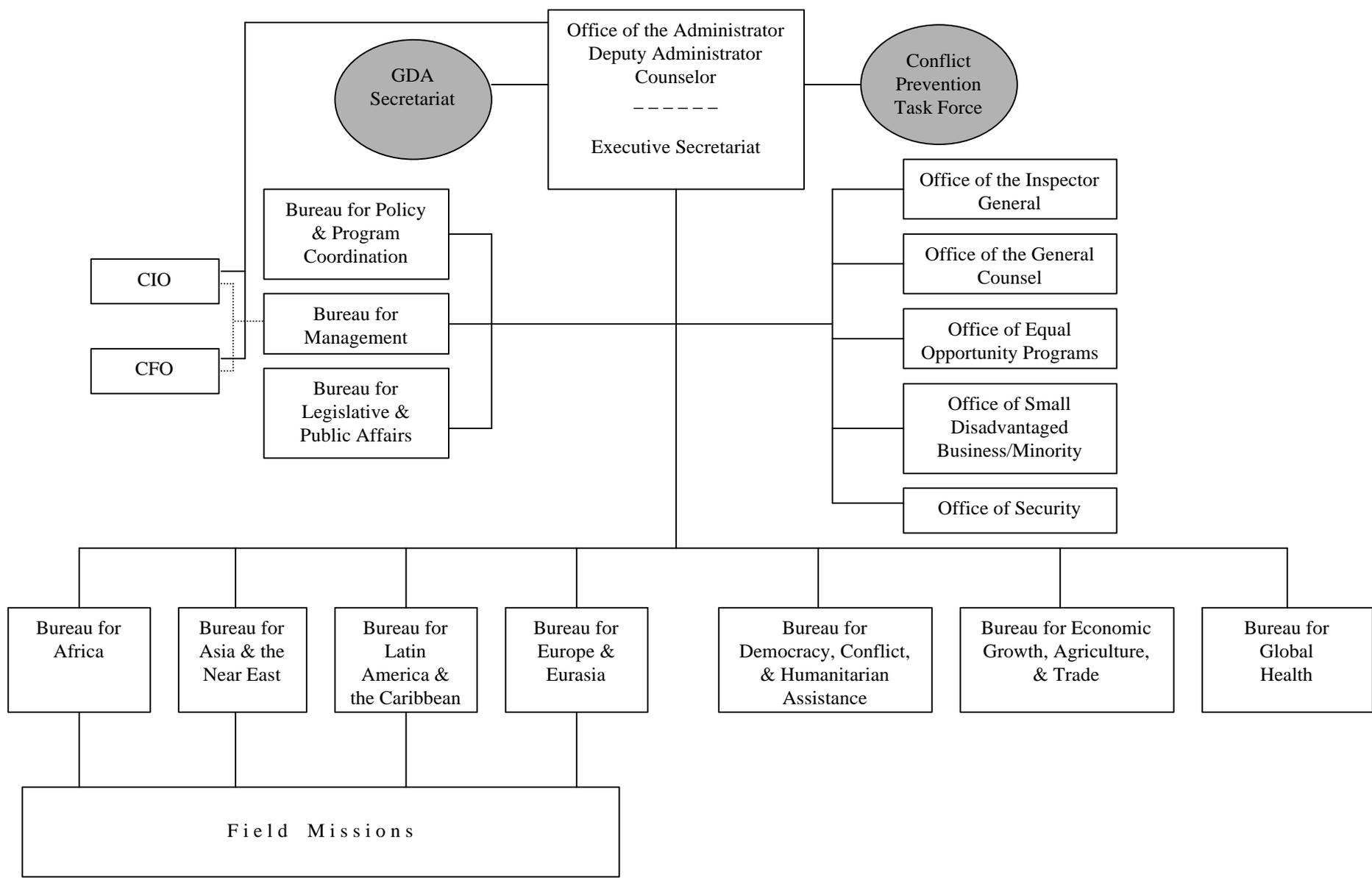
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ES:Daller\_\_\_\_\_ Date\_\_\_\_\_

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# U.S. Agency for International Development



Shaded area indicates temporary structure that will be absorbed into the agency within 12 months.

This table is preliminary -- a work in progress. Some office names reflect generic functions rather than actual titles. Within bureaus, office titles