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Standard Operating Procedures for Emergency and Crisis Management for Non-American Staff and Locally Contracted Personnel

A Mandatory Reference for ADS Chapter 530

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This Mandatory Reference to [ADS 530, Emergency Planning Overseas](#), describes mandatory procedures, considerations, and context-specific options to strengthen support and crisis preparedness for locally employed (LE) staff in emergency situations, including but not limited to civil disturbances, public health emergencies, acts of terrorism, natural disasters, and war. This reference is complemented by other mandatory references on crisis management (see section VII., References below) that may not be specific to LE staff.

I. BACKGROUND

The COVID-19 global pandemic coupled with conflict and climate change have highlighted the need for better crisis and emergency management systems and communication to protect our staff. For the purposes of this Mandatory Reference, the term “LE staff” comprises Foreign Service National (FSN) direct hires and Cooperating Country National Personal Services Contractors (CCNPSCs) who are often on the front lines of violence and devastation and are integral to the success of the broader U.S. Government (USG) mission.¹ New threats and crises will continue to arise, and the Agency must be prepared to respond and support these individuals with preparing themselves and their families if and when they need to take swift or unexpected actions.

II. ROLES AND RESPONSIBILITIES

Each Bureau, Independent Office, and Mission (B/IO/M) with a defined role and responsibility in [ADS 530](#) must take into consideration the unique circumstances of LE staff and establish plans to ensure staff needs are met in the case of an emergency or crisis to the extent of USAID’s authorities.

Missions must take an interagency approach to emergency response or crisis by coordinating with the Department of State (State). This includes reviewing the Local Compensation Plan (LCP) and relevant guidance, such as the Employee Handbook, with interagency partners to identify policies within Chief of Mission (COM) authority, such as administrative leave and situational telework, to establish plans for LE staff before a crisis begins, throughout the crisis, and when the crisis has concluded.

Mission Directors and Executive Officers (EXOs) must include all members and groups of the Mission community in prevention, protection, mitigation, response, and recovery efforts to build resilience to potential risk and vulnerabilities (see [USAID’s Enterprise Risk Management and Internal Control](#)). In any crisis, the first 72 hours or longer following a disaster may be chaotic, and therefore readiness practices as described in this Mandatory Reference are paramount. Each person must be resilient in the presence of risk and adversity, to meet their own needs to the extent possible.

III. READINESS AND PREPAREDNESS

¹ Third Country National Personal Services Contractors (TCNPSCs) should follow the provisions of their contracts and post policies and approvals applicable to telework/remote work and emergency travel.

A crisis, disaster, or emergency are continuity events that can happen at any time, anywhere in the world. A crisis is defined as an unstable situation, either political, social, economic, or military, involving an impending abrupt change that threatens stability. A disaster is defined as an unexpected occurrence—man-made or natural—that causes loss of life, health, property, or livelihood, inflicting widespread destruction and distress and having long-term, adverse effects on Agency operations. It is distinguished from an accident by its magnitude and its damage to the community infrastructure or the resources required for recovery. Emergencies are defined as sudden, unexpected, or impending situations that require prompt action to protect life, property, and the environment. They are generally a short duration, for example, an interruption of normal Agency operations for one week or fewer. Crisis, disaster, and emergency events are related but differ in their complexity, duration, and onset. Planning for these events in advance helps ensure that everyone knows their roles and responsibilities in an emergency.

The Mission's LE staff may be required to deal with a continuity event when it is least expected; proper planning before such an event is necessary to respond effectively. As outlined in [ADS 530](#), every USAID Mission must develop, maintain, and implement a Continuity of Operations (COOP) Program and COOP Implementation Plan in accordance with the [USAID COOP Plan](#) and [Federal Continuity Directive \(FCD\) 1](#) – Federal Executive Branch National Continuity Program and Requirements. The recommended [USAID Mission Continuity Plan \(MCP\) Template](#) provides guidance to both USAID's headquarters and overseas operations for managing a disruption that substantially affects completion of its overseas business activities. The MCP also includes guidance for maintaining essential business processes and services. Mission leadership must include LE staff in the Mission's emergency preparedness and continuity planning, training, and exercises to develop the necessary knowledge and skills to anticipate, respond to, and recover from the impacts of a crisis. Types of crisis events are defined in the MCP and include small-, medium-, and large-scale events.

Crisis Communications Plan

The MCP Template recommends establishing a comprehensive crisis communications plan to consider how potential disasters or crisis situations affect LE staff and provide a framework for responding. Mission leadership must identify the primary coordination points of contact (POCs) for forwarding information and the Primary, Alternate, Contingency, and Emergency (PACE) communication tools used to disseminate that information in an accurate and timely fashion to all categories of staff at post. The Mission Director must ensure USAID obtains necessary approvals and equipment to facilitate the communications plan. The Mission Director must implement the following communications tools and may delegate daily oversight of the tools to the Deputy Mission Director, Executive Officer, or another senior leader of the Mission:

- They must maintain a working staff-level emergency contact list as a supplement to the Emergency Action Plan (EAP) Master Emergency Contact List for all LE staff. Mission leadership must maintain the contact list and make it accessible both in electronic and hardcopy form to all supervisory-level staff. Contact lists

are Sensitive but Unclassified (SBU) and must be handled appropriately with that designation.

- They must maintain, and update on a monthly basis, USAID-specific EAPs that include maps of locations of the homes or general residential areas of LE staff. Maps, if created, must be marked and safeguarded appropriately as SBU and must be handled appropriately with that designation.
- They must deploy communications equipment (e.g., cellphones, radios) to LE staff to facilitate PACE.
- They must implement an office, floor, and residential warden system, similar to the Embassy Warden System, for all LE staff, for accountability of staff safety and to ensure Post can establish and maintain contact with LE staff in an emergency. The FSN Committee must appoint residential wardens for LE staff, with designated rally points within communities.

Training

Training is essential to ensure that everyone, including LE staff, understands their roles and responsibilities during an emergency or disruption of a Mission's operations. Embassy leadership should include LE staff in emergency preparedness training prior to a crisis to familiarize them with protective actions for life safety (e.g., evacuation, shelter-in-place, lockdown, etc.). Per [ADS 458, Training and Career Professional Development](#), the Office of Human Capital and Talent Management (HCTM) can authorize training for LE staff when it is determined to be advantageous to the USG.

Mission leadership should include LE staff in the post's emergency preparedness and continuity training opportunities. This training includes, but is not limited to:

- EAP training provided by the Post Regional Security Officer (RSO);
- State Foreign Service Institute (FSI) Emergency Preparedness Basics training, if available;
- USAID Overseas Emergency Preparedness Training and USAID COOP Training (available through USAID's Bureau for Management, Critical Coordination Structure [M/CCS]); and
- Personnel Recovery Employee Education Management and Prevention Training (PREEMPT) (offered by the Office of Security [SEC])

SEC, M/CCS, and other offices offer a range of additional training that can be customized to Mission-specific needs. Missions can request training by contacting SEC or M/CCS. Additionally, the MCP Template includes training resources available to

Missions that are hosted by USAID and interagency partners, with links to course offerings.

Safeguarding Health

When a biological event occurs, safeguarding the health and wellness of staff is essential. Depending on the type of biological event, M/CCS, SEC, and the Bureau for Humanitarian Assistance (BHA), in collaboration with other USAID Operating Units (OUs), provide or coordinate with the Embassy on the following:

- Provision of personal protective equipment (PPE) and supplies;
- Enhanced cleaning and other services to ensure work can be done safely in the workplace;
- Increased or situational telework; and
- Potential delivery of vaccines or other preventative medications.

Mission leadership must issue LE staff chemical-biology (chem-bio) hoods—which must be maintained within eyesight of their office, cubicle, or work station—and all equipment must be inspected by the Post Occupational Safety and Health Officer annually in accordance with the manufacturer's requirements.

General Preparedness

LE staff should prepare and maintain Drive-Away Kits or Go Bags to be prepared in the event of an emergency for themselves and family members. Ideally, LE staff should have multiple Drive-Away Kits or Go Bags for the office, vehicles, and at home. LE staff should identify any additional training, equipment, or preparedness needs for their offices, and notify M/CCS and SEC, who may assist them. LE staff may also utilize the USAID Command Center if they have security questions or seek additional security information for planned or emerging temporary duty (TDY). The USAID Command Center monitors significant activities and security events around the world (see MCP Template, [Annex K: Drive-Away Kits](#)).

IV. TOOLS THROUGHOUT THE OPERATIONAL READINESS LIFECYCLE

Delegating Authority

To maintain continuity of operations, Mission Directors must be prepared to delegate authority, as appropriate, and provide professional development opportunities for LE staff, who will lead offices during Authorized and Ordered Departure status, as outlined in [3 FAM 3774](#). Mission Directors must include Delegation of Authority documents in the essential records packet to ensure they are accessible during a disruption.

As noted in [ADS 103.3.1.1 Delegation to U.S. Personal Service Contractors \(USPSCs\) and Non-U.S. Citizen Employees](#) non-U.S. citizen employees (i.e., CCNPSCs, aka “host country” PSCs under ADS 103.3.1.1) in accordance with USAID Acquisition Regulation (AIDAR), Appendix J, sec. 4.(b); and FSN direct hire employees, consistent with [ADS 495, Foreign Service National Direct-Hire Personnel Administration](#) may be delegated any authority, duty, or responsibility, with five exceptions related to supervising and hiring U.S. direct hires (USDH), clearing Agency final policy decisions, signing leases, or signing documents that require a Contracting Officer (CO) warrant (except CCNPSCs authorized under the [Agency’s warrant program](#), limited to administrative actions and incremental funding). For those duties that may be delegated, the EXO must officially delegate these authorities in a memorandum, the position description, or other written notice. The additional exception relates to accessing and participating in discussions involving classified information and cannot be delegated.

Emergency Alerts and Communications

The Embassy, particularly the RSO, Embassy Incident Commander, and the Post’s Emergency Action Committee, must provide LE staff official warnings, alerts, and notifications, with immediate action guidance. Immediate action guidance may include telework, shelter-in-place/safe areas, safe havens, standfast, staff reductions, authorized departure, or TDY travel (reference the MCP Template for additional information). Accordingly:

- LE staff must have correct and updated contact information listed in the State Department Safety and Accountability for Everyone (SAFE) Emergency Notification System (ENS) to receive ENS messages.
- If the [SCRY Panic](#) mobile application is available, LE staff must follow the guidance at post about app usage. Post must advocate for all staff to be included and comply when SCRY is implemented at post. In addition, USAID Missions, in collaboration with the Bureau for Management, Office of the Chief Information Officer (M/CIO) and SEC, must determine the best emergency tools for Mission use—State tools or otherwise—and have tested and trained their staff on their use.
- The Mission must establish multilayered communication channels (e.g., landline and mobile and satellite telephone, email, or M/CIO-approved encrypted messenger application[s]) to communicate critical status information to LE staff in order to coordinate action, allay rumors, and communicate updates.
- The Mission should ensure backup generators and satellite internet is available for locations with unreliable infrastructure or the potential for prolonged power outages.
- The Mission Director or EXO must inform all LE staff of their entitlement (or not) to Embassy authorized or ordered departure. In particular, Mission Directors

must clarify with LE staff how they, their families, and household members would be affected by each of four types of post evacuation: (1) authorized departure, (2) ordered departure, (3) suspension of USAID activities, and (4) suspension of Mission operations on the part of the entire U.S. presence in-country.

- At the onset of an incident, the Mission Director, EXO, or designee(s) must call or contact each LE staff member to verify, determine, or provide:
 - Their condition and if they are safe;
 - Critical health/safety needs;
 - Accessibility to an off-site safe area or pre-established safe haven, if necessary; and
 - Availability to assist with managing the incident or performing Mission-specific essential functions.

Workplace Flexibilities

LE staff must abide by the telework and remote work policies established at each Mission by the COM and, for CCNPSCs, the terms and conditions of their contracts. Per [ADS 405, Telework and Remote Program](#), Missions must coordinate participation of telework by overseas staff with the COM and Regional Bureau Assistant Administrator. The Mission Director, or designee, is responsible for communicating with LE staff by providing information on the situation and instructing staff on actions to take. Pending alignment with the COM, Mission Directors may approve different alternatives to work that are approved under the LCP such as situational telework (i.e., telework that is not part of an ongoing and regular work schedule) for local staff under certain circumstances and on a case-by-case basis. Mission Directors may also approve long-term remote telework agreements under certain circumstances and on a case-by-case basis, pending alignment with COM protocol and right-to-work status at the remote location.

Please refer to Agency and post policy to determine the requirements of situational/unscheduled telework in special situations, such as a COOP event. In general, Agency policy requires an approved telework agreement to be in place for each employee and PSC, even for situational or unscheduled telework. However, always refer to post policy to determine if there are additional requirements. Prior to any emergency, the Mission must coordinate with the Embassy to review the LCP, Employee Handbook, telework policy, and other post-specific policy and guidance to ensure provisions in case of an emergency allow for rapid implementation during a crisis event.

Per [ADS 522, Performance of Temporary Duty Travel in the U.S. and Abroad](#), Mission Directors are delegated authority to authorize travel overseas in field Missions by the

Administrator. EXOs have the authority to administer official travel programs. Where EXOs are not present, other management staff at post may be delegated the authority to authorize travel, as necessary. The Mission Director, deputy, or their designee must authorize official travel from and within the country, as outlined in [14 FAM 523.2-2](#); for CCNPSCs, travel is authorized in accordance with their terms of contract and the Travel and Transportation clause ([AIDAR Appendix J, sec. 12](#)). Mission-specific internal procedures can be found in individual Mission orders.

Missions may also consider the following regarding workplace flexibilities:

- Use existing provisions of the LCP, including:
 - Overtime: Supervisors of LE staff must approve all overtime pay and/or compensatory time requested prior to staff working overtime or earning comp time.
 - Administrative leave: Administrative leave is temporary leave from a job assignment, with pay and benefits intact. Administrative leave is available to CCNPSC staff in accordance with the terms and conditions of their contract.
 - Leave without pay: Leave without pay (LWOP) is a temporary non-pay status and absence from duty. LWOP is available to CCNPSCs in accordance with the terms and conditions of their contract, local laws, and local compensation plans. LWOP must be approved by the Mission Director and CO.
- Mission leadership may consider increased situational telework to facilitate shelter-in-place or restricted movement orders in alignment with the COM and LCP.
- Mission leadership, in close coordination with State and COM, may consider locations within the country but outside the city of post for remote-work authorization, for example, when working outside of the duty station city affords staff increased safety, security, and/or access to provisions for sustaining life.
- While third-country remote work is generally not authorized, Mission leadership may consider TDY travel as an alternative if:
 - There is an approved e-country clearance;
 - There has been consultation with the COM;
 - It is at USAID-presence countries;
 - The USAID Mission Director at both the originating and TDY destination

posts agree; and

- The level of support to the Mission performed by the USAID staffer will be at the discretion of the hosting Mission and the COM.

Financial Support

Mission leadership can request or implement financial flexibilities under or in conjunction with the LCP, depending on the circumstances at post.

General Financial Support

Missions may consider, in consultation with their Resident Legal Officer (RLO) and Controller, a range of options within their existing authorities to assist LE staff, if authorized under the LCP. These options may include, but may not be limited to:

- Cash advances;
- Advance of pay;
- Access to declining balance government credit cards; and
- Purchase of supplies to facilitate health, safety, and/or service (e.g., cell phone credits or expanded internet credits, first aid or basic medical supplies, and backup batteries or solar chargers).

Mission management should alert staff to their ability to make these requests. Additionally, if a post enters suspended operations, the Post in Suspended Operations (PSO) allowance is available for request for inclusion in the LCP.

Unique Conditions of Work Allowance (UCWA)

The UCWA benefit, a State authority that can be exercised for all LE staff at post, is a direct allowance in recognition of a significant level of harassment of LE staff due to their association and employment with the USG. Authorization or renewal of this allowance is based on a formal request from post, with the following documentation:

- Specific incidents of harassment during the last calendar year(s);
- Proof of how the incident(s) are linked to LE staff employment with the USG (e.g., police asking LE staff to provide information on USG activities); and
- Identification of the targets of harassment (i.e., all staff or staff in certain positions, posts, etc.). If approved, the benefit is incorporated into the LCP.

If UCWA or PSO allowance are not in the LCP, and they are appropriate for the

circumstances, USAID should raise that with State for action.

Emergency Relief Fund

The Relief Fund is an interagency effort that supports USG local staff in the wake of natural disasters, civil unrest, and other catastrophes ([3 FAM 7160](#)). Post can make the request of \$100 for each affected staff member to the Office of Emergencies, in the Diplomatic and Consular Service. Post must make the request through the Post Management Officer.

636(b) Payments

[Section 636\(b\) of the Foreign Assistance Act \(FAA\) of 1961, as amended](#), provides USAID with extraordinary authorities to provide assistance to staff overseas in exceptionally unique, unexpected situations, which might include being separated from the Agency due to permanent or temporary suspension of operations. These payments can be authorized by the Chief Human Capital Officer or the Chief Financial Officer when the expenditure occurs outside the United States, is necessary to accomplish the FAA, is a payment other than compensation of a USG staff, and is demanded by equitable and fairness considerations when in furtherance of the FAA.

Missions must consult the Assistant Administrator for their Regional Bureau, the Office of the General Counsel (GC), the Bureau for Management, Office of the Chief Financial Officer (M/CFO), and HCTM for guidance and approval of any payment under 636(b).

Suspended Operations

Per [3 FAM 7174](#), responsible Regional Bureaus may request approval from the State Department Under Secretary of State for Management for the retention of and continuation of pay to LE staff who will remain working on premises to maintain USAID facilities, as outlined in a protecting power or similar agreement, while the Mission is under suspended operations. Please refer to the LCP for enhanced benefits of posts in suspended operations.

Continuity of Operations

When an emergency occurs or there is a disruption to the Mission's operations, the Mission's focus must turn to continuity of operations and the implementation of the MCP Template. The Mission Director, Deputy Director, or their designee is responsible for maintaining operational readiness and coordinating the overall Mission continuity activities, including determining the role that LE staff will support in the performance of Mission-specific essential functions. During a continuity of operations incident, LE staff may supplement or replace USDHs who have been evacuated due to authorized departure, ordered departure, or suspended operations (to include temporary cessation of programs), so long as any expanded responsibilities are consistent with the scope of work of CCNPSC contracts.

During and after any emergency or crisis event, the well-being and mental and emotional needs of staff must be addressed. Self-care and critical incident stress management programs are recommended for all staff (see **USAID Staff Care Services** below).

USAID Staff Care Services

USAID Staff Care provides a full menu of psychosocial support services, including individual and family counseling, support groups, resiliency training, and more. The entire USAID workforce, regardless of hiring mechanism, and their family members can access Staff Care services, 24 hours a day, 7 days a week, 365 days a year. Services are free and confidential.

- Grief and Loss Counseling: Helps individuals work through the various stages and range of emotions they may feel after experiencing loss from a disaster or a traumatic event.
- Emotional Debrief Sessions: Are facilitated by Staff Care for those who were directly impacted by a crisis and their loved ones. Sessions occur several weeks or months post-crisis and offer a mix of education and discussion for participants.
- Psychosocial Critical Incident Response Services: Provide short- and medium-term support services to assist LE staff and their family members to understand their current situation and emotional response, mitigate stress, review their disaster recovery options, and promote the use or development of coping strategies.
- Psychoeducation and Resilience Training: Include culturally sensitive Psychological First Aid training, vicarious and secondary trauma training, and other educational information related to working through a crisis and supporting other people.

Worker Safety

- Occupational Health Services: Per [16 FAM 112\(c\)](#), occupational health services are available to LE staff. The Occupational Health Program, managed by State, is responsible for the following:
 - Occupational Safety and Health Administration (OSHA)-mandated pre-placement exams;
 - Medical surveillance of employees exposed to hazardous work conditions;
 - Immediate initial care for accidents and injuries; and

- Provision of basic emergency care for medical issues that occur in the workplace (except at those Missions where USAID has primary responsibility).
- **Worker's Compensation:** Per [3 FAM 7712.2](#), LE staff who suffer an illness or sustain an injury in the performance of duty may be entitled to compensation under the provisions of the Federal Employee's Compensation Act (FECA) (5 U.S.C. 8101 - 8150), as administered by the Department of Labor, Office of Workers' Compensation Programs (OWCP). The basic provision and requirements for U.S. citizen employees outlined in 3 FAM 3620, except for the amount of compensation (see [3 FAM 7712.2](#)) and continuation of pay, apply also to LE staff. For CCNPSCs, AIDAR, Appendix J, sec. 12, clause 8, "Insurance," provides eligibility for worker's compensation pursuant to FECA. LE staff may be covered either by FECA or by worker's compensation under local law, whichever is authorized under the LCP.

Other Considerations

Certain crisis events may require essential staff to be onsite at the Embassy or USAID offices. In these situations, additional considerations include:

- The provision of sleeping and shower facilities for staff who cannot safely transit between home and work; and
- The provision of fuel or secured transport.

V. RECONSTITUTION

Reconstitution operations is the process by which the Mission assesses the status of the affected facility, the transition, and the resumption of normal operations from the original or a replacement primary operating facility. The reconstitution process is an orderly return of Mission staff to normal operations—without disrupting the ongoing support of Mission-specific essential functions—while abiding with emergency orders, applicable statutes, and local guidelines and prioritizing employee health and safety.

The Mission Director or designee must maintain regular communication with staff, including LE staff, regarding timelines, responsibilities, and other important information for returning to the workplace. Considerations include:

- Retaining LE staffing during the crisis;
- Determining LE staffing attrition or shortages caused by the crisis; and
- Recruitment, training, and replacement of LE staff.

VI. RESETTLEMENT

Based on the circumstances of a crisis event, LE staff and their families may voluntarily seek to resettle in another country. USAID will not evacuate LE staff in a crisis event. LE staff may voluntarily leave the country during a crisis event, but as the employer, USAID does not have a role in facilitating resettlement or guaranteeing employment or employment eligibility outside the home country. A range of programs, treaties, and host-country laws provide the legal framework for resettling or applying for refugee status. This Mandatory Reference does not provide detailed guidance about resettlement or refugee programs. USAID recommends that all LE staff review their official documents and those of their family members as a preparedness effort. Specifically, LE staff should:

- Obtain a passport for self and family members and keep the passport current. The passport must have at least six months of validity prior to the stated expiration date. Keep a printed copy of the biographical page. Keep a scanned or photo image of the biographical page.
- Obtain birth certificates, marriage certificates, and other legal and country-issued documentation to evidence identity. When possible, obtain duplicate official copies. Make copies and keep a scanned or photo image of the document(s).

VII. POST-INCIDENT AFTER-ACTION REVIEW

Following resumption of normal operations, the Mission should facilitate an After Action Review (AAR) that includes LE staff. The AAR assesses the effectiveness of the Mission's alert/notification, communication, and coordination with LE staff and identifies areas of improvement, pain points, lessons-learned, and corrective actions. The goal of the AAR is to garner constructive feedback to enhance learning and ultimately better prepare USAID, the Missions, and its LE staff to respond to future crises. Findings in the AAR can be included in the Embassy's post-crisis lessons-learned cable and submitted to M/CCS via readiness@usaid.gov for internal Agency action and posting to the (SBU/For Official Use Only [FOUO]) Lessons-Learned Database available on the [Mission Operational Readiness](#) MyUSAID page.

VIII. REFERENCES

- [USAID Mission Continuity Plan Template](#)
- [ADS 108, USAID Policy in Response to Fallen Colleagues](#)
- [ADS 112, Standard Operating Procedures for Task Forces](#)
- [ADS 251, International Disaster Assistance](#)
- [ADS 309, Personal Services Contracts with Individuals](#)

- [ADS 458, Training and Career Professional Development](#)
- [ADS 502, The USAID Records Management Program](#)
- [ADS 511, Essential Records Program](#)
- [ADS 524, Emergency Management](#)
- [ADS 530, Emergency Planning Overseas](#)
- [ADS 531, Continuity of Operations \(COOP\) Program](#)
- [ADS 535, Real Property Management Overseas](#)
- [ADS 547, Property Management of Information Technology](#)
- [ADS 572, Personnel Recovery Program](#)
- [AIDAR, Appendix J, Direct USAID Contracts With a Cooperating Country National and With a Third Country National for Personal Services Abroad](#)
- **12 FAH-1, Emergency Planning Handbook**
- **13 FAM-510, Training for Foreign Service Nationals**

Note: References in bold font can only be accessed through the State Department network (OpenNet) on the Foreign Affairs Manual and associated Handbook (FAM/FAH) page. USAID staff overseas without OpenNet access must coordinate with the EXO to obtain access. Staff assigned domestically can contact the Bureau for Management, Office of Management Services, Overseas Management Division (M/MS/OMD) at m.ms.omdpolicyhelpdesk@usaid.gov.

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