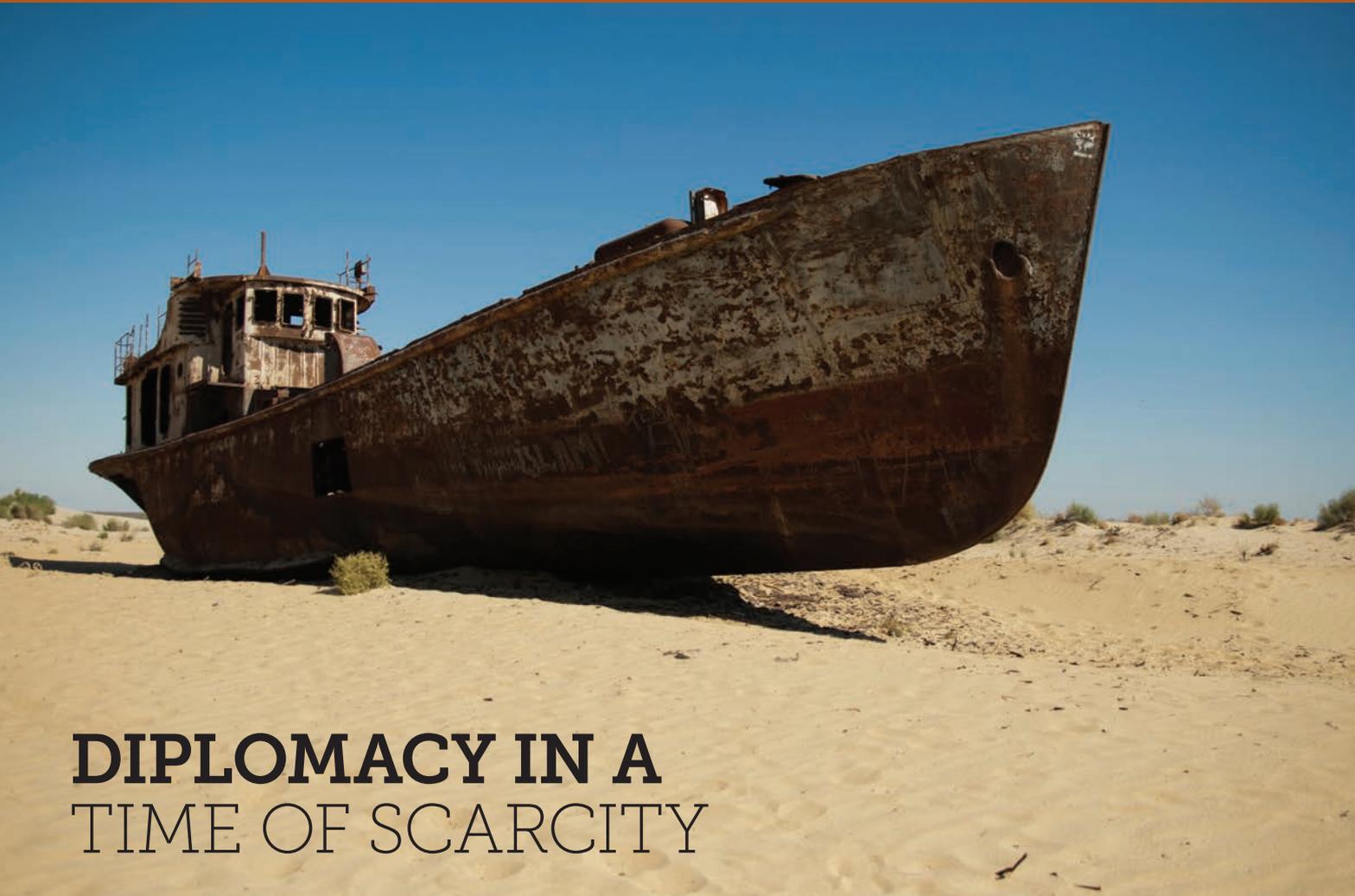


# THE **FOREIGN SERVICE** JOURNAL

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In spite of real progress since 2008, our foreign affairs agencies are not yet completely staffed, trained and deployed to meet the challenges of the 21st century. Here are highlights of the American Academy of Diplomacy's recommendations, from their latest report.

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On the Cover: A rusting boat lies abandoned in the desert that used to be the Aral Sea, once the world's fourth-largest lake, in Moynaq, Uzbekistan.

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# AFSA Needs Strong Leaders

BY SUSAN R. JOHNSON

The purpose of this column is to encourage you to seriously consider running for election to the 2013-2015 AFSA Governing Board, either as president or a constituency vice president. These are all full-time jobs that carry significant responsibilities and opportunities for measurable accomplishment on behalf of the Foreign Service and its members, and for strengthening our professional association and union. If you care about the Foreign Service and want a voice in its future, it is time to engage—and the AFSA Governing Board provides an excellent platform.

The Department of State and the U.S. Agency for International Development, premier foreign affairs agencies 50 years ago, no longer appear to be at the center of foreign and development policy formulation. Their roles are increasingly eclipsed in policy implementation, as well. Despite recent growth, the Foreign Service constitutes a shrinking proportion of the foreign affairs agencies, particularly of their leadership.

AFSA's voice is needed to identify and advocate for the cultural and organizational changes that will make the Foreign Service and American diplomacy stronger, shifting from reactive to innovative, from resisting change to embracing and shaping it, and from ignoring the need for new approaches to professional education and training to

seeking them out and valuing them.

The AFSA president deals directly with senior officials across all member agencies; navigates formal and informal relationships across the foreign affairs community; briefs members of Congress and top staffers, and testifies before congressional committees; gives on-the-record interviews and provides background briefings to major media; and seeks opportunities for public speaking. It's a high-visibility position that calls for strong written and oral communication skills, as well as political and diplomatic savvy to manage the issues that come before a diverse, 27-member board.

The AFSA president works in close partnership with the executive director and more than 30 professional staff to oversee an annual operating budget in excess of \$4 million, a scholarship trust fund of \$5 million, and vigorous and expanding advocacy, membership recruitment, publications and professional events programs. AFSA is midway through what is likely to be a decade-long transformation process to strengthen capacity by modernizing and professionalizing operations to better serve our members and the Foreign Service.

In the Foreign Service Acts of 1946 and 1980, Congress specified that a "career Foreign Service characterized by excellence and professionalism is essential and in the national interest." It also stipulated that it must be "preserved, strengthened and improved to carry out

its mission effectively in response to the complex challenges of modern diplomacy and international relations." If you believe that these exhortations were prescient and are even truer today, then seek the presidency of AFSA or another position on its Governing Board.

If you want to give back to a career that has enriched you immeasurably, AFSA offers that opportunity. If you want a stronger professional Foreign Service, better equipped for the challenges of contemporary diplomacy, better professionally educated and trained, better led and managed, and better resourced by Congress, then service on the Governing Board gives you an opportunity to advocate for these goals.

Like many of you, for most of my career I never thought much about the role or responsibilities of the AFSA Governing Board, much less about running for office. Now that I am completing my second term as AFSA's president, I have found these four years highly satisfying and rewarding, both personally and professionally.

Now, more than ever, AFSA needs to speak with a clear, strong voice. We need the best of the Foreign Service to step forward to lead and govern our association and union, and to fortify our advocacy with management, our political leaders in the executive and legislative branches, and with the American public.

Please visit [www.afsa.org/elections](http://www.afsa.org/elections) for information about how to run for AFSA office. You are also welcome to contact me at [johnson@afsa.org](mailto:johnson@afsa.org). ■



*Susan R. Johnson is the president of the American Foreign Service Association.*

## Thanks for Promoting Foreign Service Books

This year's edition of "In Their Own Write" (*FSJ*, November) was informative and thought-provoking. As Susan Maitra noted in her introduction, the majority of the books were self-published. The self-

publishing genre has become increasingly sophisticated, offering quality production and professional editing for a price.

What is still badly missing is reasonably

priced publicity. The publicity given gratis by *The Foreign Service Journal* is therefore invaluable.

Last summer I participated in a small-town book fair in Vermont. The author sitting next to me behind his pile of books was Pulitzer Prize-winner Tom Powers, author of the best-selling *The Killing of Crazy Horse* (Random House, 2010). *The Christian Science Monitor* called it a "masterpiece." It won the *L.A. Times* prize for history and was a finalist for the New York Book Critics Circle Award.

Mr. Powers suggested that we "barter" (exchange) our books, which was, of course, flattering to me. For the rest of the afternoon, we each sold only one book, mine to a high-school girl named Emma.

Tom Powers is a very genial and generous man. He took the occasion to give me a lesson in reality. The propagation of even good books, he said, is a very difficult affair. That is why the *FSJ*'s help is so much appreciated.

*John J. Eddy*  
FSO, retired  
Rochester, Vt.

## Ambassadorships for Sale

Retired Ambassador Dennis Jett's November Speaking Out column ("Psst! Hey, Buddy, Wanna Buy an Ambassadorship?") was both significant and challenging. As someone who has long taken the position that sending novices to represent our global superpower is not in the national interest, I would like to add three points to the discussion that I hope will take place on this important issue.

To quote from the article, "Diplomacy is a profession"—and we are the professionals. In that spirit, AFSA, the organization representing us, should take a strong public stance opposing the practice of selling ambassadorships. Even if it does not lead to a reduction in the percentage of political appointees, what matters is that we begin to see ourselves more clearly as professionals—the most skilled practitioners of our profession. No other similarly qualified group would remain silent if unlicensed, unskilled or just plain inexperienced outsiders were put into senior positions in their profession.

I would note that Amb. Jett does not call attention to the reasons that the Foreign Service Act and the president's letter, in identical language, give chiefs of mission (an ambassador's operational title) "full responsibility for the coordination, direction and supervision of all executive branch agencies" in their country of assignment.

The objective is both obvious and critical: to inject a level of coordination and control into the implementation end of foreign policy. (Such control is much more difficult to achieve during policy formulation, since no agency can instruct another.) Thirty-two agencies operate in our embassies, most numerous in the more important (read: lots nicer) countries chosen by political appointees. To expect a beginner to be able to effectively

perform this critical function is to ignore the meaning of "experience."

The press in other nations, including some close allies, has expressed concern that sending a novice instead of a seasoned diplomat seems to indicate that we do not take the relationship seriously. To use a clumsy analogy, would you be more comfortable discussing a complicated, serious medical question with a qualified M.D., or with someone who purchased the diploma a short time ago?

My comments are not in any way intended to ignore or denigrate the abilities and accomplishments of the appointees, which are in any event irrelevant, but to oppose the joy of patronage that rewards them for giving large sums.

There is no such thing as on-the-job training for the boss, which is why generals never command aircraft carriers. Our nation requires and deserves professionals to promote our interests in today's world.

*Edward Peck*  
Ambassador, retired  
Chevy Chase, Md.

## "Argo": Rousing If Not Completely Accurate

An almost fanciful tale of the escape of six official Americans from the grips of revolutionary Iran has resurfaced after more than 30 years in Ben Affleck's new hit film, "Argo." In it, Affleck, who directs and stars, tells the story of what used to be known as "The Canadian Caper"—before it was revealed that the rescue was engineered by CIA "exfiltration" expert Tony Mendez, who got the fugitives out posing as a film production team.

One participant in the Caper, retired FSO Mark Lijek, outlined his escape, as well as his role as a consultant to the Argo film, in his October *Journal* article, "How Hollywood Does History." Lijek illumi-

nates how a true story gets dramatized and how atmosphere can mean more than facts.

I watched the film from another perspective, having served as an FSO in Tehran from 1976 to 1978 and worked in the embassy compound. I knew the city streets and was familiar with Tehran's airport. I would say that "Argo" is not a documentary, but a highly successful entertainment vehicle.

Parts of the film achieve real verisimilitude. For example, using Istanbul as a stand-in for Tehran, Affleck and company achieve the right look for the streets. Moreover, in casting the fugitives, Affleck assembled a cast of character actors who strikingly resemble the actual FSOs. For even more authenticity, the director was able to get unusual access to both the CIA headquarters and the State Department to frame his drama.

At the same time, "Argo" introduces elements that create drama but are utterly implausible. Where the film truly departs from the actual Canadian Caper is in its ending. All the momentum of the film leads to a nail-biting finale at Tehran's Mehrabad Airport.

After a tense passport check and a last-minute mission approval from Washington, the group is scrutinized by a wary (and scary) member of the Iranian Revolutionary Guard. All this happens as a group of Iranian zealots edges ever closer to identifying the fugitives from reassembled shredded photos. Then comes the last-ditch chase sequence on the tarmac.

None of that happened, of course. The real-life airport escape was tense but remarkably uneventful—even if the minds of those escaping were in turmoil. But, hey, it's a Hollywood ending, and who would deny Affleck his boffo finish?

Not me, certainly. It's a rousing close for a film that notably offers rare kudos

for the dogged work of U.S. intelligence services and diplomats.

*Mike Canning*

*FSO, retired*

*Washington, D.C.*

*Editor's Note: Please see p. 39 for a combined review of new books by Mendez and Lijek about the incidents depicted in the film.*

## The Kissinger Interview

It was depressing, to say the least, to read AFSA President Susan Johnson's interview with former Secretary of State Henry Kissinger in the September *Journal*. Kissinger treated the Foreign Service like dirt, excusing the 1973 murder of FSOs by Yasser Arafat in Khartoum when faced with threats of more of the same (all in the service of realpolitik). I recounted that sordid tale, including the roles of Arafat and Kissinger, in my June 2009 *FSJ* article, "Counterterrorism: Some Lessons to Consider."

Particularly galling was the time offered to Kissinger to expound on the matter of diplomacy. Allow me to quote his self-exculpatory prescription for successful statesmanship in the Nov. 13, 2011, issue of *The New York Times Book Review*: "The challenge of statesmanship is to define the components of both power and morality and strike a balance between them. This is not a one-time effort. It requires constant recalibration; it is as much an artistic and philosophical as a political enterprise. It implies a willingness to manage nuance and to live with ambiguity. The practitioners of the art must learn to put the attainable in the service of the ultimate and accept the element of compromise inherent in the endeavor."

I very much hope Winston Lord will respond to Kissinger's remarks about his reaction to the 1972 bombing of Cambodia.

One final question in my mind: given Susan Johnson's expressed interest in reducing the incidence of political appointments to ambassadorships, why did she not ask supreme diplomat Kissinger for his opinion on this point when seeking his views on the importance of having "a strong, professional, career Foreign Service for the conduct of diplomacy"?

China expert though he may be, in my view Kissinger deserves no place of honor in our professional and fraternal association—nor in the journal it publishes.

*Alan Berlind*

*Senior FSO, retired*

*Bordeaux, France*

## Bring 'Em in Young

Shawn Dorman's October *Foreign Service Journal* report on "The New Foreign Service Generation" is certainly interesting. There is much to admire in what these men and women are bringing to our profession.

Reading her reporting called to mind my own service as a 26-year-old junior officer in Helsinki during the John F. Kennedy administration. The White House was then so concerned that our embassies lacked meaningful contact with emerging leaders abroad that every embassy was told to report, every week, on its contacts with folks in their 20s and younger.

In Helsinki, this way-into-the-wee-hours "work" soon proved too much for our embassy elders, so the responsibility for this weekly report fell to the only two of us who were in their 20s. My colleague, poor fellow, was married, so I got a chance to render stellar service.

That was back when one could be no older than 32 when entering the Foreign Service! Even so, there still were only two of us at Embassy Helsinki who could

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relate to young political leaders as generational peers.

Now, according to the *Journal* report, the *average* entry age is 32. Since some FSOs join while as old as 59, this suggests that fewer than half must still be in their 20s. If an ambassador wanted to ensure that his or her embassy had at least two or three officers in their 20s who might most productively relate to rising local leaders, could the department still deliver today?

In addition to being effective, we all want our Foreign Service to be representative and diverse. But surely the American age group of 20 to 30 is under-represented.

There are at least three other practical reasons to consider re-establishment of 32 as the maximum entry age. First, ours is a career service. If we're to have the most experienced Senior Foreign Service, then expecting 20 to 25 years of positions en route up seems quite justified.

Second, having interviewed hundreds of FS candidates while working at the Board of Examiners, I know that it is fairly simple to evaluate experience. But assessing potential is much harder. Older folks have more experience, while younger ones may have mostly potential. And isn't it the potential for growth that we're seeking? The fairest way to ensure that those with potential don't get overrun by those with much experience is to restore the 32-year-old cutoff.

And finally, there's the simple fact of declining health as we age—and thus of constricting worldwide availability. The older we are when we enter, the sooner we, and the system, will experience these limitations. Take it from an old-timer.

*Bob Dickerman  
FSO, retired  
Swoope, Va.*

## Diversity at State

Speaking as an EEO counselor, I believe that we in the State Department are like one big family. Our new employees are recruited from such a variety of backgrounds that they truly reflect diversity in every sense of the word. That is a great beginning, amplified by the camaraderie and close relationships we establish with our co-workers.

Building on this, active education about the value of diversity through classes, workshops, symposiums and individualized instruction should be offered and, perhaps, required across the department. Resources and support must be given to the responsible programs, and periodic reviews of their effectiveness, including individual feedback, should be conducted.

Still, official programs to promote diversity can only do so much. The real effort must come from the heart to be effective and meaningful.

Those whose parents were in the Foreign Service or military may remember how they were continually exposed to people from cultures and backgrounds different than ours. But they were assimilated in school, on sports teams, in places of worship and so on. They experienced diversity every day, even before there was a term for it.

All of us in the Foreign Service who serve overseas have the privilege of experiencing diversity firsthand every day as a matter of course. But no matter where we are posted, all of us should refuse to tolerate discrimination in any form.

I absolutely believe that the State Department is and must remain at the forefront of the U.S. government's efforts to achieve this.

*Krishna Das  
FS Specialist  
Washington, D.C.* ■

## The FSJ: There's an App for That!

We've all become accustomed to seeing people walking around with their heads buried in the electronic device of their choice. Distressingly, most seem to be engaged in something less than productive: scanning their Facebook feeds, playing Angry Birds or downloading the latest episode of "The Amazing Race."

AFSA and *The Foreign Service Journal* are therefore proud to announce that you may now find something interesting and educational to add to your Apple devices: the brand-new app for the *FSJ*! Most importantly, the app is free for AFSA members as a benefit of membership.

Developed by Taoti Creative, the firm which also oversaw the redesign of the AFSA Web site a couple of years ago, the *FSJ* app is now pending final approval from Apple. At this writing (early December), we expect it to be available to download from the iTunes store starting with



the January issue.

For now, the app is only available for Apple devices: iPads, iPhones, iPods and so on. Our recent survey of *FSJ* readers indicated that more than half of our members use Apple devices; hence our decision to start there. Another 30 percent use Android and Windows, and we hope to launch these versions very soon.

To find the app, simply visit the iTunes store and search for "The Foreign Service Journal." Press the "install" button, and

the download will begin. The app will be updated automatically each month with the latest issue, and will also include a limited archive of recent issues. The app's design has been optimized for tablet-sized devices, but it works just as well on smaller devices.

The tool will include all the features you have become used to with the digital version of the magazine: Active links to advertisers and additional content, beautiful resolution and color, and a significantly enhanced page-flipping feature. As our readers become accustomed to the app version of the magazine, we plan to add even more online-only content to enhance the Web-based reading experience.

We would love to hear what you think about the app! Please send comments and suggestions for improvement to [sigfusson@afsa.org](mailto:sigfusson@afsa.org).

—Ásgeir Sigfússon, Director of Marketing and Outreach

## SITE OF THE MONTH: Office of the Inspector General Reports

In a Sept. 12 memorandum posted on the OIG page of the State Department Web site, Acting Inspector General Howard Geisel notes that 25 percent of embassies and consulates have significant weaknesses that could warrant department intervention.

Those looking for evidence of the shortcomings Geisel used to arrive at that disturbing estimate will find abundant material in the various post inspection reports that the OIG recently began publishing there. The inspection teams are comprised of seasoned Foreign and Civil Service officers who also rely on the OIG Hotline for confidential tips.

Each report highlights shortcomings and success stories and offers recommendations for improving agency operations. One common thread is the fact that embassies headed by "campaign bundlers" and other large donors tend to receive low marks for efficiency and morale. Nicole Avant, a music industry executive before being appointed ambassador to the Bahamas, and political appointee Cyn-

thia Stroum, ambassador to Luxembourg, are two cautionary tales in that regard. Both resigned shortly before the OIG reports were posted.

Such problems can also arise at missions headed by more qualified leaders, of course. In his *Foreign Policy* magazine blog, *The Cable*, Josh Rogin cites a wide variety of critiques found in recent OIG post inspections, ranging from mistreatment of foreign workers in Arab-world embassies to a sweeping condemnation of the management style of retired General Scott Gration, who served as U.S. ambassador to Kenya. Gration announced his resignation soon after viewing the OIG report, though he challenged its claims as "categorically false" and asserts the inspection system is flawed.

Although coverage of the reports has focused on the negative, OIG teams gave glowing reviews to the embassy staffs in Bangkok and Brunei.

—Emily A. Hawley, Editorial Intern

## And Speaking of Apps...

Over the past couple of years, four U.S. diplomatic posts have received funding from State's Office of Intellectual Property Enforcement to raise intellectual property awareness and report infringements through the development of apps and crowdsourcing platforms. Each mission has adopted a different approach to development and marketing, but the message to protect intellectual property remains consistent.

Consulate General Guangzhou was the first post to develop an IP-focused app. It links messaging about intellectual property rights to popular topics like job advice. That content, in turn, serves as a hook to encourage download and use of the app by the critical demographic of young adults.

The app features videos in which top executives of multinational companies like Google, Hasbro and Harley-Davidson explain the value of IP protection and enforcement for their business models.

Building on that success, the consulate general has created "how to" material describing the app's development process. From soliciting funds to launching the app, the process took about 12 months. As of this past October, the app is available free of charge for download through four retail outlets online (one Apple, three Android).

In Indonesia, where an estimated 86 percent of software on personal computers is pirated, Embassy Jakarta used its Fiscal Year 2012 IPE funding to launch the "IPR App Challenge." The Challenge solicits designs for IP-themed apps likely to promote IP protection and awareness in Indonesia. The embassy partnered with Global Entrepreneurship Program Indonesia to carry out the competition, which will award funding to the top student and professional proposals to

produce and market the apps.

The public outreach campaign began in October and includes online and traditional media messaging and several promotional and educational events, culminating in a public demo night for the six finalists. Outreach programs have reached students, developers and tech startups, nongovernmental organizations, government officials and media.

Embassy Vilnius received FY 2012 funding to work with *Bribespot*, a crowdsourcing application for reporting corruption, to develop a Web platform where users can anonymously report IPR violations. The embassy is exploring comparable crowdsourcing, location-based projects and is sharing the test Web site with Lithuanian law enforcement and customs offices, the Business Software Alliance, the Lithuanian

Copyright Protection Association and the local American Chamber of Commerce IPR Task Force. Once the site is live, the embassy will consider the development of a complementary mobile app.

Consulate General Hyderabad is taking advantage of widespread smartphone usage among India's young population—expected to reach 500 million users within the next three to five years—by developing a dual-purpose app. This will disseminate real-time IP violation information among authorities and deliver entertainment news and IP-related messaging to the general public.

To improve the development and marketing process, the consulate general is leveraging the resources of the Anti-Video Piracy Cell of the Andhra Pradesh Film Chamber of Commerce. As a bonus, the use of this app by police will increase

## 50 Years Ago

If you are FS-4 or above, give yourself this little test, answering yes or no to each question:

Do you find your job no longer provides the inspiration and exhilaration it originally did, but has become, instead, a routine labor or daily drudgery?

Are you less inclined to take chances, stick your neck out, or offer a minority opinion?

Do you increasingly resort to polysyllabic words and current governmentese in writing memoranda and despatches?

If you uncovered an irregularity, a potential scandal, or a superior's grave error, would you try to sweep it under the rug, rather than do something about it and, in the process, perhaps rock the boat?

On the few occasions you may still have fleeting thoughts of resigning and going into a nongovernmental occupation, are you held back by thoughts of retirement benefits, other manifestations of your "investment" in a government career, and the fact that the children are reaching college age?

If you have answered yes to at least two of these questions, then you are an unwitting member of the American Establishment. Welcome!

—From "The Real Truth about the American Establishment,"  
by S.I. Nadler; FSJ, January 1963

the level of accountability in pursuing infringement cases, since reports will be digitally documented.

As these examples demonstrate, the State Department is committed to the enforcement of intellectual property rights worldwide as a source of social integrity and economic prosperity. Toward that end, EB/IPE awarded \$343,000 to 32 posts for IP-focused public diplomacy programs in FY 2012, and encourages posts to apply public diplomacy funds creatively to IPR issues within their countries.

Posts may learn more about other initiatives and see the calendar of annual recommended IP engagement at the IPE intranet site at <http://eb.e.state.sbu/sites/tpp/IPE/default.aspx>. Others may follow IPE's public diplomacy campaigns on the "Embassies in Action" page of the State Department's public site.

—Steven Alan Honley, Editor

## Remembering Seth Tillman

Many Foreign Service officers will have noted the passing of Seth P. Tillman, a key aide to the late Senator J. William Fulbright, D-Ark., on Nov. 16 at the age of 82.

As the longtime chairman of the Senate Foreign Relations Committee, Sen. Fulbright is still widely remembered today for speaking out eloquently against growing American involvement in Southeast Asia during the 1960s. But as the *Washington Post's* Nov. 18 obituary of Tillman points out, very few people appreciate the extent to which Fulbright's history-making stands depended on the private work of Mr. Tillman.

Tillman was a Capitol Hill intern fresh from a doctoral program in foreign affairs when he went to work for Fulbright's committee in 1961. He quickly became

“Everyone should heed Aaron B. O’Connell’s thoughtful warning about the consequences of our country’s ‘uncritical support of all things martial’ [“The Permanent Militarization of America,” op-ed, Nov. 5 *New York Times*].

**Of course we need an effective military for the defense of our country. But it is sad when we reach the point where scrutinizing the cost of that defense is viewed as somehow unpatriotic.**

**We often hear that our foreign policy should be based on diplomacy, development and defense. Yet as Robert M. Gates, the former defense secretary, once observed, there are more people in American military bands than in the United States Foreign Service.**

**And are the thrills that we and our children get out of the Blue Angels’ acrobatics really worth a yearly cost of almost \$40 million? The extraordinary attention and resources being devoted to ‘all things martial’ should certainly concern us all, especially in these days of financial and economic stress.**

A letter from retired Ambassador Walter L. Cutler, published in the Nov. 10 *New York Times*.

a principal aide in the Arkansas Democrat’s Senate office, as well as on the Foreign Relations Committee.

“There was nobody more important to the formation of Bill Fulbright’s thought on foreign affairs” than Tillman, Fulbright biographer Randall Bennett Woods said in an interview. “He helped Fulbright understand how the Cold War was going off the rails.” Both men were internationalists, and staunchly anti-communist, but Tillman was quicker to change his mind about the expanding conflict in Vietnam.

He was a chief collaborator, if not the ghostwriter, behind some of the senator’s most important addresses and publications. These included a 1964 foreign policy speech, “Old Myths and New Realities,” and the lectures that became Fulbright’s 1966 book, *The Arrogance of Power*. Even so, Tillman was always

careful to downplay his own role in Fulbright’s political evolution.

Tillman remained with the Senate subcommittee on the Middle East for several years after Fulbright’s defeat in the 1974 primary. He was later a fellow at the American Enterprise Institute and did consulting work on Capitol Hill. In 1982, he joined Georgetown University, where he was a research professor of diplomacy until his retirement in 2004.

Seth Tillman’s books include *Anglo-American Relations at the Paris Peace Conference of 1919* (1961), *The United States in the Middle East* (1982), and *The Price of Empire* (1989), which he co-authored with Fulbright. At the time of his death, he was at work on a biography of the former senator, who died in 1995. Tillman’s son, Andrew, plans to complete the volume.

—Steven Alan Honley, Editor

## The Party's Over

On Nov. 18, eccentric American rock star Andrew W.K. announced on his personal Web site that "The U.S. Department of State, in partnership with the U.S. Embassy in Manama, Bahrain, has invited Andrew to visit the Middle East to promote partying and positive power."

The notice continued: "Andrew will begin his journey sometime in December 2012 and will visit elementary schools, the University of Bahrain, music venues, and more, all while promoting partying and world peace."

As *Washington Post* blogger Max Fisher reported on Nov. 26, the idea seemed iffy from the start. Bahrain remains engulfed in a second tense

year of turmoil, with activists from the country's majority Shia population protesting the Sunni monarchy, while W.K. is best known for outlandish behavior and songs about partying and related activities.

As Fisher puts it, "It was not an obvious match, to say the least, and Middle East-watchers greeted it with deep skepticism, even as music blogs trumpeted the news."

Sure enough, just a week later State rescinded the invitation, amid conflicting reports of the sequence of events. Asked about the incident at the Nov. 26 press briefing, State Department spokesperson Victoria Nuland responded: "So we had a Bahraini entity that approached the

embassy about co-sponsoring a visit by this guy, who I take it is pretty popular there in Bahrain. That was initially approved, and then when more senior management at the embassy took a look at this, the conclusion was that this was not an appropriate use of U.S. government funds."

Fisher observes that W.K. seems to be taking the news rather hard, posting a dejected comment on his site and tweeting, "I'm just blown away. After a year of planning, the U.S. State Dept. just canceled my Middle East trip because I'm too party" (sic).

Perhaps, to paraphrase the Bard: "Part(y)ing is such sweet sorrow." ■

—Steven Alan Honley, Editor



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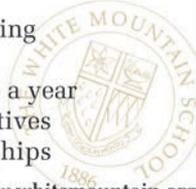
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# Facing the Unthinkable: Time for FCS to Merge with State?

BY DANIEL HARRIS

For most of my 28 years in the Foreign Commercial Service, the notion of FCS merging with State has been anathema. The risk-averse, policy-focused culture at State was and is seen as the antithesis of the agile, entrepreneurial culture that FCS requires to provide customized solutions to American companies.

Yet today, FCS officers openly discuss the pros and cons of merging with State, asking the following questions: Would it be good for our clients? How would it affect our careers? How could it be structured to protect the entrepreneurial, field-driven culture at the heart of our success? How would we continue our tight partnership with the Commerce Department's domestic field?

Against that backdrop, and in anticipation of larger changes as the Obama administration begins its second term, this article first looks at what has changed at State. It then offers suggestions for structuring a merger between FCS and State to more effectively create American jobs through exports and inward investment.

## State Warms to Commercial Work

Congress created the U.S. and Foreign Commercial Service in 1980 because the American business community found that the State Department did not value commercial work internally and provided grudging support to American firms overseas. The newly formed Foreign Service agency was placed inside the International Trade Administration at the U.S. Department of Commerce—a domestic department with extremely disparate functions, from weather to the census, and from statistics to patents.

With the end of the Cold War, economic security became sexy, and State recognized it needed the American business community as a powerful domestic constituency. In the early 1990s, Secretary of State Lawrence Eagleburger sent marching orders to ambassadors that began a sea change in State's attitude toward commercial work—one that has continued, albeit inconsistently, ever since.

Two decades after the Eagleburger cable, support for American business

overseas has become far more ingrained in the State culture, and perceptive ambassadors consider a strong commercial section as integral to accomplishing the embassy's overarching mission.

FCS and State economic officers have, for the most part, learned to contain the inevitable frictions that stem from overlapping functions. We have often developed close relationships based on mutual respect and honest communication that result in a pooling of complementary skills to advance our economic interests.

Secretary of State Condoleezza Rice's reforms in the recruitment process have brought greater diversity into the department's ranks. This, combined with a generational shift since 9/11, has led to a culture in flux—including more entrepreneurial officers who seem drawn to commercial work. Even so, business interests have taken a back seat to national security priorities in the fight against terrorism, including two wars that have reshaped the Foreign Service culture at State.

## “Statecraft” or “Stagecraft”?

Early in 2012, citing President Barack Obama's National Export Initiative, State launched a campaign to move rapidly into core commercial functions, even at the 72 posts where the Foreign Commercial Service has active sections. State's heavy-handed and uncoordinated redrawing of functions has unsettled commercial and economic officers alike.

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*Daniel Harris is a 28-year veteran of the U.S. Commercial Service, with the rank of minister counselor. He served as minister counselor for commercial affairs in Paris from 2008 to 2011, deputy assistant secretary for international operations from 2005 to 2008, and consul general in Duesseldorf from 1999 to 2003, among many other Foreign Service assignments. Currently, he directs FCS operations in East Asia and the Pacific, while pursuing an executive master's degree at Georgetown University's McDonough School of Business.*

*The author thanks AFSA FCS Vice President Keith Curtis for his invaluable assistance and support in preparing this commentary. However, the views expressed in this article are those of the author only, and do not represent those of the International Trade Administration or the U.S. government.*



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A more rational integration of talent and resources would enhance our common mission of creating jobs through exports and inbound investment.

A series of cables instructed ambassadors to gather up statistics on any activities related to business and report them—even when they have nothing to do with State. And while several high-profile events have showcased State's newfound zeal for commercial work, confusion, suspicion and needless friction have been notable results of the "statecraft" initiative to date.

Those who have been laboring in the commercial vineyards for decades welcome the extra hands, but find themselves elbowed aside when it comes time for the photo op. Is this statecraft or stagecraft? Has State decided to grab the business constituency and hope that FCS will wither away?

Whatever State's motives, no Commerce official above the level of the acting director general has seriously engaged it on the Commercial Service's mandate from Congress. The muted response from Commerce has shocked FCS officers into thinking the unthinkable with renewed urgency.

### A New Agency?

The ideal future for the FCS would lie in the creation of a Cabinet-level agency devoted to promoting and protecting U.S. commercial and economic interests. FCS would drive the trade promotion functions of a visible, coherent agency with a clearly defined mission to create Ameri-

can jobs through exports of American goods, services and remittances, and by attracting foreign direct investment.

President Obama's proposal to consolidate the functions of a dozen or more agencies would be a great step forward, provided it could draw bipartisan cooperation.

### Can We Make a Deal?

Crafting a "win-win" deal on reorganizing the commercial function will require a clear understanding of each party's motives and interests. So let's look at what FCS, State and the business community would each stand to gain. What would it take for the officers and staff of the Commercial Service to merge willingly and productively with State?

First and foremost, the Commercial Service has been starved of funds for nearly a decade. Staff numbers have declined while new responsibilities for inbound investment and ever higher export success goals have been added.

Some posts have been closed, not because they were underperforming, but because FCS could not afford them. Though our people often surprise and delight clients, we are unable to meet all the demands of both business and government stakeholders with the consistent high quality that has been our hallmark.

Meanwhile, through a decade when Commerce has allowed the Commercial

With the end of the Cold War, economic security became sexy, and State recognized it needed the U.S. business community as a powerful domestic constituency.

Service to wither, Secretaries of State have successfully gone to the White House and Congress to win substantial new resources—including a thousand new officers. As that example demonstrates, the State Department plays in Washington’s biggest leagues and attracts first-rate talent to its top political ranks.

The Commerce Department, by contrast, is a “house of brands”: a federal conglomerate whose budget trades off promoting exports and inbound investment with hand-held devices for census data-gathering or new weather satellites for the National Oceanic and Atmospheric Administration. Even though Pres. Obama has requested substantial funding increases for it, the Commercial Service, buried under layers of bureaucracy, still lacks visibility and champions.

Second, in a move to the State Department, commercial officers could compete for excellent career opportunities now effectively out of reach—not only principal officer positions but also rotational assignments to Capitol Hill, the Office of the U.S. Trade Representative, the National Security Council and universities.

Third, State has a Foreign Service culture that is closer to ours than the Civil Service culture of the International Trade Administration, where we often struggle to explain the demands of international operations and the nature of the work we

do overseas.

Finally, moving to State would be risky. But so is remaining in ITA, where a proposed reorganization could well morph the FCS from a field-driven, client-focused trade promotion culture into a more headquarters-driven, policy-centric culture. This structural change could distance us from our clients and undermine the entrepreneurial culture that is our greatest source of strength.

## Pluses for State

But how would a merger with FCS benefit State? The new reality on Capitol Hill and at the White House is job creation. State wants to acquire the U.S. business community as a constituency, and therefore must make support for American business part of its mission. Either State acquires the talent and expertise needed, or it tries to build its own commercial function.

The latter option is much more difficult than it may seem. First, the Commercial Service has turned a corner under the leadership of Acting Director General Charles Ford. Substantial improvements have been made to address the criticisms of a recent Government Accountability Office report, and Congress has provided small but encouraging increases to our base that have started to revive us. Furthermore, FCS officers and staff, like proud athletes, have proved remark-



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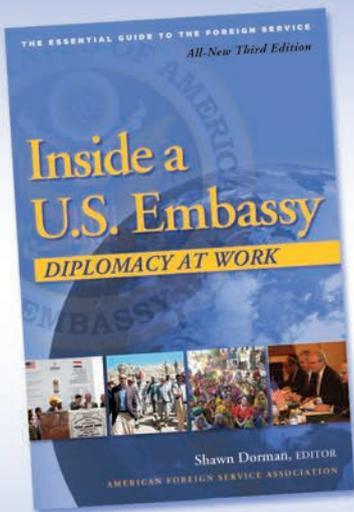
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with questions.

FCS and State economic officers have, for the most part, learned to contain the inevitable frictions that stem from overlapping functions.

ably resilient. With good leadership and adequate resources, this organization could come surging back.

Second, the Commercial Service retains the mandate of Congress to promote exports and protect American business interests overseas. Congress will, in due course, wonder why the State Department now duplicates many of the functions it gave to FCS in the 72 countries where FCS operates. The National Export Initiative encourages agencies to enhance job creation through innovation, not wasteful duplication.

Third, Commercial Service officers would bring strong managerial and cultural diversity to enrich the Foreign Service talent pool at State. Equally, the new generation of State officers could benefit from rotational tours doing hands-on commercial work.

Finally, and most importantly for creating jobs, the Commercial Service has spent more than three decades developing core competencies and recruiting people with the skills and personalities to provide outstanding service to American companies. Over these 30-plus years, Foreign Commercial Service officers and Locally Employed Staff have proudly claimed a distinct identity, rooted in an entrepreneurial culture and intense client focus. Our culture is so interwoven with our mission to serve

the business community that the two can hardly be separated.

State, by contrast, has a policy-centric culture, focused on serving internal (U.S. government) clients. While State can imitate Foreign Commercial Service programs to a degree, its risk-averse culture will not easily replicate the core competencies and business-focused culture of FCS.

But what about our stakeholders in the business community? An integrated system under which businesses can find trade promotion, trade policy, advocacy and inbound investment support under one roof should be easier to use and more cost-effective for the taxpayer. Duplication of efforts, and split geographic coverage, by contrast, confuse American companies and waste resources.

That said, big organizations have a history of acquiring nimble, smaller firms for their expertise, then crushing them under the load of big company bureaucracy. State’s 1999 takeover of the U.S. Information Agency serves as a cautionary tale. In principle, State control provides greater efficiency in messaging, but opportunities at posts are often passed over in the rush to keep Washington happy. In other words, any merger with State must protect the entrepreneurial culture that truly serves the business

community.

### Alternative Approaches

One arrangement to consider would make FCS a semi-independent agency with a dotted line to the Secretary of State through the under secretary for economic and business affairs. FCS would use the State personnel system, migrate into the State IT system, and participate in joint goal-setting exercises globally and at posts. But it would retain its status as a distinct Foreign Service agency with a discrete budget. And senior commercial officers would remain head of agency at posts.

To avoid creating another small U.S. government unit, the Commercial Service could merge with the Trade Development Agency, headed by a director at the level of under secretary. The Commerce Department domestic field already works closely with USTDA and could remain closely linked to the overseas field through common data bases, or be fully migrated to the new agency. This structure would keep options open for the president and Congress to create a more comprehensive department of trade in the future.

Or, short of a semi-autonomous agency, FCS could become part of State with links to outside stakeholders. But to protect the entrepreneurial culture of FCS, it would have to be integrated into State as a distinct commercial cone, led by FCS officers, and with a separate line item in State's budget.

Close cooperation with the Commerce Department domestic field through shared databases will remain essential, as well. And outside stakeholders should retain significant influence in two ways:

- The Commerce, Justice, Science committees in the House and Senate would

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The key question is how to preserve the unique competencies and results-driven culture that have made the Commercial Service respected and valued in the American business community.

retain a degree of oversight, though responsibility for the budget would pass to the foreign affairs committees;

- An advisory council to the Secretary of State, appointed by the White House and comprised of both large corporations and small and medium-sized enterprises, would protect an entrepreneurial, client-facing and service-oriented focus. District export councils would be represented on the advisory council and continue to influence the product and promotional offerings of the overseas field through this channel.

## The Best of Both Worlds

For a traditional State officer, the notion of an FCS acquisition is one thing, but a merger? A merger implies that the two entities respect each other's cultures and competencies, even if one is vastly bigger than the other. But if State absorbs FCS and smothers its culture, the American business community will suffer as a result.

State is simply not geared to deliver the flexible, innovative, high value-added services that FCS has developed over the years. Just as large companies celebrate and value different subcultures in marketing, manufacturing, finance and engineering, so the State Department would do well to nurture rather than crush the FCS culture.

There is a growing recognition that our economic security forms the foundation of our national security; thus, the wasteful overlaps between our functions make less and less sense. We have an opportunity to create something better for the American business community. A merger of the FCS international field into State is only one of several possible approaches to deliver greater value to the business community at less cost to the taxpayer, but it has obvious advantages.

As Foreign Service officers, State and Commerce personnel have much in common. We share a deep dedication to protecting and advancing America's economic security and our foreign policy goals, and we have worked well together over decades.

Even the differences in cultures should be seen as positive and mutually beneficial. Done well, the mission of creating jobs through exports and inbound investment would be strengthened through a more rational integration of talent and resources.

The key question is how to preserve the unique competencies and results-driven culture that have made the Commercial Service respected and valued in the American business community. ■



# FOREIGN SERVICE TRANSFER TIPS

**We hope our coverage will help your next move go more smoothly.**

BY STEVEN ALAN HONLEY

**D**uring my relatively brief (1985-1997) Foreign Service career, I changed posts just three times: from Washington, D.C., to Mexico City, then on to Wellington, and back to Washington. (I went on lots of official trips after that, a few of which turned into epic misadventures, but that's a story for another time.)

Happily, all three official transfers went smoothly. My household effects pallet never got dropped into the Pacific, or any other bodies of water. And all my belongings were picked up and delivered intact, including back in the States (which can sometimes be the trickiest part).

If anything, my movers in Mexico City were *too* thorough: they packed up all my garbage, unbeknownst to me. Fortunately, that inadvertent souvenir was free of organic material, so I didn't have any nasty surprises on arriving Down Under.

Now, I should acknowledge that as a single officer with relatively few possessions, I was spared from dealing with a lot of the complications that many of my colleagues had to manage. I also never had to transfer between two remote posts where even basic services are unreliable. On the other hand, I can truthfully say that I did my compulsive-obsessive best to facilitate the process, spending lots of time labeling boxes and compiling records (some of which I probably still have somewhere in storage!).

Over the years, the *FSJ* has published several FS Know-How columns recounting an alarming variety of transfer mishaps. A common thread running through the advice these contributors have offered is the fact that while help is available, it's really up to each employee to seek it and follow up if it isn't forthcoming.

As far as I know, this issue marks the first time the *Journal* has

focused on these challenges in a systematic way. We offer this coverage now, well ahead of transfer season, in hopes of enhancing the odds that you, your family and your belongings will all get to their next destination without incident.

Mette Beecroft has handled transfer issues for more than four decades now from just about every conceivable angle. She's moved all over the world with her family; worked for the Transportation Division, Family Liaison Office and other parts of State; and informally advised the Foreign Service community as a leader in Associates of the American Foreign Service Worldwide. In "Foreign Service Transfer Realities" (p. 24), she shares lots of practical tips for making the process as painless as possible.

Moving with pets (or animal companions, if you prefer) can be a particular challenge. When U.S. airlines suddenly raised rates on transferring pets last year, AFSA led a campaign to restore the discounts previously granted members of the Foreign Service and the military. But cost is just one factor. As Heather Pishko explains in "Single, With Pets" (p. 28), with careful preparation the experience can go smoothly for everyone concerned. (Just don't expect the four-legged members of the household to pitch in!)

One final note: Be sure to consult the AFSA Guidance for Foreign Service Employees and the Pet Issues and Pet Travel Guidance pages of AFSA's Web site. ■

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*Steven Alan Honley was a Foreign Service officer from 1985 to 1997, serving in Mexico City, Wellington and Washington, D.C. He has been editor of the Foreign Service Journal since 2001.*

*Illustrations by Josh Dorman.*

# FOREIGN SERVICE TRANSFER REALITIES

**As with all aspects of a Foreign Service career, it is crucial to take charge of a move. You are your own best advocate.**

BY METTE BEECROFT

**B**y January, another transfer season is over and there is a bit of a lull before the next onslaught. So it is a good time to take stock of how all of us—travelers and those who support them—could work together to improve the process.

My own exposure to the Foreign Service, spanning more than 40 years, has shown me that while things will never be perfect, many aspects of the process have improved. Now there is greater awareness that people's morale is deeply affected by being able to travel comfortably and by receiving their possessions in good condition in a reasonable amount of time.

Management also understands that if employees and family members get off to a bad start at a new post, they may never adjust to the new environment and the employee will be unlikely to perform at top capacity. Thus, it is to the benefit both of the individual and the Foreign Service as a whole for things to work well the first time.

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*Mette Beecroft has been a Foreign Service family member, volunteer or employee for 42 years, serving in Paris, Bonn, Cairo, Ouagadougou, Brussels, Amman and Washington, D.C. (Her husband, Robert, also spent four years in Sarajevo on unaccompanied tours.) One of two people who opened the State Department Family Liaison Office, she is a member and three-time past president of the Associates of the Foreign Service Worldwide, and is well-known for her deep involvement in safeguarding and advocating for Foreign Service-specific quality-of-life issues. She writes here as a private individual; the views and advice presented here are her own.*

Looking back on my family's years in the Foreign Service, I would say that generally, the Service takes care of those who take care of themselves. So it is crucial to become actively involved in all aspects of your career and life—whether you're planning to travel, managing a move, assembling information for claims or submitting a travel voucher. You are your own best advocate!

Beyond that, here are some specific pointers I've found helpful.



Moving is a psychological game. Show the movers you know what you want—but also that you have tried to make their job easier.

funds to purchase private commercial insurance for their household effects and automobiles. Such a decision is the very definition of being “penny wise and pound foolish,” however.

The Government Claims Act exists as a safety net, but the reimbursement received through it for lost or damaged property will always be inadequate. The best compensation for lost and damaged property comes from private commercial insurance.

### Prepare the Whole Family to Move

The importance of involving everyone in a family move cannot be overstated. Some households, if the children are old enough, actually start with a “family council” during which everyone looks at possible assignments together. As one Foreign Service child I know recalls, “Even decisions about what posts my Dad would apply for were family discussions. There was a sense of adventure, of being in it together.

“We were less vagabonds than travelers. At every new post, my father would get out the maps and the history books. That enthusiasm, the sense that we were so lucky and privileged, stayed with me.”

Another interesting aspect of adaptation to a new post—as the U.S. Army illustrated in a study years ago—is that the attitude of the mother is crucial to how well children adapt.

### Keep Complete Records

Most of us know how important it is to hold on to receipts and track expenditures throughout a transfer. But in addition, be sure to retain all inventories from packing and storage companies, and bills of lading.

Further, inventory all your possessions and videotape the more valuable ones to have proof of possession if you ever have to file a claim. And if you are working with a State Department transportation counselor to facilitate your move, take the initiative to stay in touch with him or her.

Some people erroneously assume that since they are automatically covered by the Government Claims Act, it is a waste of

### Work with Your Movers

Preparing for the movers is of prime importance if you want to facilitate and encourage a good job. Moving is a psychological game, so you want to show the movers that you know what you want—but also that you have gone to some trouble to make their job easier. As daunting as the prospect can seem in the midst of all the chaos and stress of a transfer, it is absolutely necessary at some point to devote yourself entirely to organization.

One basic task is to make clear where items are to go: unaccompanied air baggage, household effects or storage. Since movers will not pack suitcases, you might want to set up another category for your own luggage. This can be done with Avery colored dots—blue for UAB, green for HHE which is going overseas, and red for stored items that will stay in the United States.

Using colored dots has many advantages. You can start to label your belongings to show where things will go long before the move, and it is easy to change the color of the dot if you change your mind as to the object's destination. That way, the movers can readily tell where an item is going, and as you group items to be packed together for the movers, the colored dots make it easy to identify them.

Knowing what exactly is in each of the different cartons can be a real challenge because the inventory notations of the movers are usually vague. A good way to avoid such confusion is to have the movers number the cartons as they go, while several friends make notations of the contents of each carton as it is packed and then note the number the movers assign to it. These friends will need to be in different rooms if things are being

packed by several movers in different locations.

Alternatively, you can instruct the movers to be more specific about what they pack and how they describe the contents of each carton in their inventory notations. However, given the pressure under which they work, this is unlikely.

Outside, you might want to check to make sure that the delivery information stenciled on the outside of the lift vans is correct. And you might even want to keep a record of which boxes go in which lift vans by referring to the so-called “bingo cards”

which the movers prepare to record where a carton is being packed. Once you know how many lift vans you are sending, you can mark each one 1/6, 2/6, 3/6, etc., so it is clear how many are traveling together.

## Reach Out for Help

It is important to learn as much as possible about the regulations for shipping one’s belongings, but knowing where in the department to turn for information is at least half the battle. Travel and Transportation, Human Resources and Allowances all play roles in the moving process, sometimes at the same time, which can be very confusing.

The Division of Travel and Transportation offers a one-stop shop, [TransportationQuery@state.gov](mailto:TransportationQuery@state.gov), where specialists usually answer questions promptly. But you should also try to develop your own network of reliable people within the bureaucracy who are specialists in each of these functions.

Particularly when you’re overseas, don’t forget to reach out to other sources at State for information and guidance, such as the Family Liaison Office and the Overseas Briefing Center. Both of these organizations can guide you to a better source if they cannot answer your question. The same is true of AFSA, of course.

Then there is “Livelines,” a listserv managed by the Associates of the Foreign Service Worldwide that offers a broad range of information about these issues. With 4,500 people on Livelines, many of them Department of State employees, there is often



There needs to be more mutual understanding between travelers and support staff in the department as to what particular stresses each group is dealing with.

someone who has dealt with the particular situation you need help with and can steer you in the right direction.

There needs to be more mutual understanding between travelers and support staff in the department as to what particular stresses each group of people is dealing with. Employees are uprooting themselves and their families for new postings where just about everything will be unfamiliar. The location may also be very unhealthy or potentially dangerous.

At the same time, employees in Washington often have

large workloads, and because people don’t know the regulations, they ask for things that are unreasonable. This is another good reason to familiarize yourself with the relevant regulations: to know what requests are reasonable.

That said, every office that serves Foreign Service employees needs to develop an ethic of good customer service. This includes not only expertise but patience, kindness, promptness and sensitivity to the concerns of the customer. Perhaps there should be formalized training to cultivate this ethic.

## Some Recurring Issues

There are a number of specific situations that have caused much stress over the years. Not all of these problems have clear solutions.

Students at the Foreign Service Institute often complain that they are not permitted to leave classes to be present at a packout or to take receipt of HHE. It is assumed that there is a spouse to take care of this or, if you are single, that friends will cover for you. To resolve this, either FSI needs to become more flexible about time off, or students need to anticipate this problem far enough in advance to be able to round up people to stand in for them while they are attending class.

Though there has been much improvement, people still complain about being put in a very stressful position because they get their final orders very close to the actual day of departure. From the point of view of planning and preparing, the earlier

one receives the orders (or at least knows when and where one is going), the better.

As many people know all too well, traveling with pets has become a nightmare. Some of the airlines we are obliged to use because of city pairs and Fly America provisions are the most egregious in applying a new fee schedule under which having the animal travel as accompanied baggage in the hold is almost as expensive as having it travel in cargo—which is the most costly category of all.

It is true that employees can use a professional pet shipper to circumvent these limitations, since those companies are not required to comply with city-pair contracts or Fly America. But understandably, people want their pets with them and will go to great inconvenience and expense to bring them along, which can cause enormous stress and low morale.

People also complain about the lack of flexibility in having access to goods in storage when they discover they have to stay in Washington much longer than anticipated. For example, a new employee might arrive in the winter for short-term training, only to learn that he or she will actually be at FSI through the summer. Such individuals would like to be able to put the winter clothes into storage and retrieve their summer ones, but this generally is not possible.

### Be Patient

No matter how hard you try to make the transfer process go smoothly, remember that bureaucracies generally function slowly and imperfectly. Some parts of the Department of State function more efficiently than others. Some employees know a lot more than others, and some people care a great deal more than others.

You can also expect to get different answers from different people to the same question. More often than not, replies to requests seem to be a function of the individual's personality. People who are generous and helpful will try to use regulations to make things happen. People who are negative and uninterested will use regulations to prevent things from happening.

Sometimes the mechanics function very well. At other times, one has to accept that they will not. If employees regale you with horror stories, be prepared to evaluate the source and to keep things in perspective.

When, despite your best efforts, the system just is not functioning properly, ask yourself whether the many good things about the Foreign Service outweigh these sometimes unpleasant realities. I suspect most of us would readily choose the Foreign Service, frustrations and all. ■



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# SINGLE, WITH PETS

**Traveling with animals overseas can present unique challenges. But with careful preparation, it can also be very rewarding.**

BY HEATHER PISHKO

I started training my two cats, Chloe and Cordelia, to be world travelers when I first adopted them at seven weeks old, and they are absolute professionals now. As soon as I brought them home, I placed their carriers in the living room with comfy bedding inside. The girls naturally took to sprawling and napping in them. Although the bright orange “Live Animals” stickers don’t go very well with my décor, I consider it a fair trade for the ease of installing the cats in their carriers.

The next step in my brainwashing scheme was to put them into their carriers, then take quick drives around the neighborhood so that they wouldn’t associate car trips solely with vet visits or airplane rides. Whenever they would meow, I’d reach back and pet them until they calmed down. To this day (eight years later), they are completely silent whenever we travel, whether by car or by plane.

Finally, I started putting a harness and leash on each of them whenever we travel. It’s a lot easier to grab onto a harness than a squirming kitty while her carrier goes through the X-ray machine at the airport! My worst nightmare is one of them launching from my arms and zooming off through security. From time to time, I’ll put the harnesses on the cats when we’re hanging out at home, just to keep them acclimatized.

I also observe them throughout the trip to ensure they’re not

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*Heather M. Pishko, an Office Management Specialist, joined the Foreign Service in 2006. Currently assigned to the Office of Southern European Affairs, she previously served in Lima, Helsinki and Ft. Lauderdale, Fla.*

panicking and trying to dislodge the harness in a way that would hurt themselves. (The harnesses have “breakaway” clasps, but you can never be too careful!) Mostly, the cats just flop dramatically on the floor and glare at me. Occasionally, one will creep around the room with her belly to the floor, ears flattened. Great, harnesses are a go!

### At the Airport

As for the practicalities of transporting the girls, I cut off their food eight hours before we leave for the airport, and their water four hours before. I leave the litter box out until they are in their carriers. During the trip, I offer them water, but they never ever drink it.

I have made it a policy to purchase a plane ticket for a family member to accompany me so that we can bring the cats into the cabin. (Only one pet per passenger allowed!) I sent them as accompanied baggage to my first post, and fretted every moment I was separated from them. I pestered each airline employee that crossed my line of sight to confirm that the cats had made the transfer to our connecting flight. I also worried about how they were being handled, if they were scared, or if they thought I had abandoned them.

That was a horrible source of stress that I really didn't need on top of the usual stresses of moving to a new post and starting a new job!

So it is absolutely worth it to buy that second ticket, which is often cheaper than shipping the cats, anyway.

Chloe and Cordelia do take up one carry-on slot per passenger, but the tradeoff is a second checked bag for my companion that I can fill with my stuff. So this is what the complete luggage tally looks like: two cats in soft carriers, one laptop bag, one carry-on roller suitcase, one checked bag for my family member, and three checked bags for me. It works beautifully.

This system also offers a bonus: having someone along to

help supervise packout, navigate the airports, and explore the new post with me for the first few days. I'm always on my own when it comes to having household effects delivered, but I find that if I draw out a floor plan and mark down every piece of furniture ahead of time, it's a pretty painless process.

### Settling in at Home...

Even after we get to our new house, I keep Chloe and Cordelia in their carriers until I can set out a litter box, food and water. You can buy a shallow plastic tray with a small amount of litter sealed under paper along the bottom, and bring it along in your suitcase, in case your sponsor can't arrange for those things

ahead of time. One brand is called Cat's Pride KatKit, and is available from Giant or Amazon.

Once everything is ready, I open the carriers. Instead of making a beeline for the litter, they are usually far more interested in exploring the new place. It's usually an hour or more until their curiosity is (temporarily) satisfied, and at that point, they almost always go for the water.

I am totally comfortable withholding sustenance for the first 24 hours or so, because as predators, cats can go for days at a time between meals. This method also has the advantage of preventing any messes during travel.

When the movers come, I always take the cats somewhere else; there are just too

many things that can go wrong with kitties underfoot! I ask the crew to unpack the clothes, dishes and books (all 900 of them), but leave the rest of the shipment in boxes for me to organize later. In return, I provide doughnuts and bottles of water, but not lunch.

I like having the noon hour to myself to look over every room and just chill out before jumping back into the unpacking. Otherwise, it's very challenging to keep on top of three or four people at once.

Be sure to follow each country's import rules exactly. You never know whether customs will just wave you through or look at everything.





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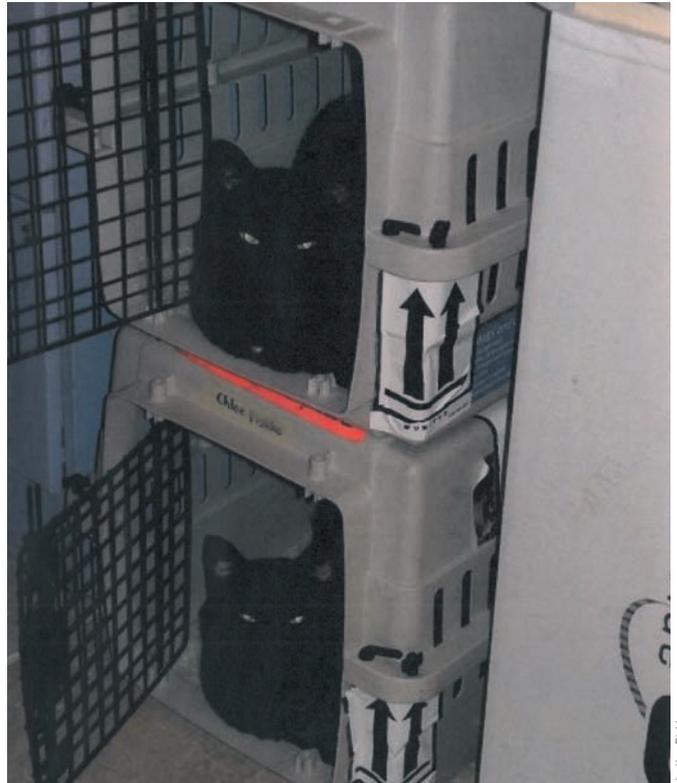
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Cordelia (above) and Chloe get acclimated to their carriers.

As the movers work, I typically bring a stack of magazines and camp out on a couch in the living room, so they know where to find me if they have questions. (Of course, I get up and stretch my legs every hour or so to check in on everyone.)

### ...And Hitting the Road

As I approach the end of each assignment, I hang onto my car for as long as possible; usually, I don't ship it until the day before I depart. Getting the car delivered to the new post one week earlier or later isn't nearly as crucial as having the use of it to wrap everything up before departure—especially the visit to the vet to get health certificates. You never know if customs will wave you through without even glancing at the cats (Finland) or if they will examine each document and carefully inspect the carriers (Peru). So I make sure to follow the pet import rules exactly.

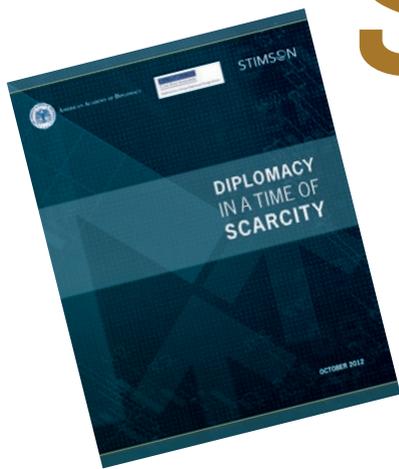
In my air freight, I pack my bulky bathrobe, covered litter boxes and scoops, clothes, shoes, books, a body pillow, DVD folders, cat toys and laundry baskets.

Overall, the joy of living with cats is well worth the hassle of transporting them around the world. But make no mistake: those freeloaders cost me a pretty penny! If only they would get jobs and help support the household... ■



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# DIplomacy IN A TIME OF **SCARCITY**



**In spite of real progress since 2008, our foreign affairs agencies are not yet completely staffed, trained and deployed to meet the challenges of the 21st century.**

**I**n October 2008 the American Academy of Diplomacy published its Foreign Affairs Budget for the Future under the chairmanship of retired Ambassador Thomas D. Boyatt. Many of the recommendations of the FAB report were implemented by Secretary of State Hillary Rodham Clinton and her team.

The Academy has just released a new report, *Diplomacy in a Time of Scarcity*, which analyzes the foreign affairs agencies' personnel situations in light of significantly changed circumstances, and makes recommendations to deal with the new realities. The document is signed by Ronald Neumann, president of the Academy; Thomas R. Pickering, Advisory Group chairman; Ellen Laipson, Stimson Center president; and Thomas D. Boyatt, project chairman.

In recognition of this report's importance to our readers, The Foreign Service Journal has excerpted the document's foreword and executive summary, with minor modifications to punctuation and capitalization to conform to the magazine's traditional format and style.

The report will be the basis for consultations with Congress designed to secure implementation of the Academy's recommendations. To read the full report, visit [www.academyofdiplomacy.org/publications/DTOS.html](http://www.academyofdiplomacy.org/publications/DTOS.html).

—Steven Alan Honley, Editor

## FOREWORD

The Foreign Service officers of the Department of State and the Agency for International Development are the foot soldiers of smart power. These men and women lead and staff our 195 embassies, 55 consulates and 85 USAID missions around the world. They are our nation's first line of defense.

America's Foreign Service is permanently deployed. Its officers report on local developments, represent American views and values, and negotiate on our behalf. They oversee development projects, conduct public diplomacy, protect American citizens, issue passports and visas, and promote U.S. exports. They implement Washington decisions and recommend changes in foreign policy, as well as further courses of action. And they execute these and many other missions, including supporting our military colleagues in stability operations, often under dangerous and difficult circumstances, as tragically demonstrated by the recent assassinations of Ambassador Christopher Stevens and his colleagues in Benghazi, Libya.

In conducting foreign policy, diplomatic and development personnel are—in Walter Lippmann's apt metaphor—the "Shield of the Republic." This shield is the outer layer of our multilayered national defense. It is employed daily to absorb international shocks, provide early warning and manage developing crises to avoid the use of the Sword, which inevitably costs the United States dearly in lives and resources. As U.S. military leaders frequently acknowledge, shield bearers are as important as sword wielders. For that reason, the Shield must be maintained.

It should be axiomatic that our presidents and Congress would see the wisdom of lending equal support to the key elements of military and civilian power. But that has not been the reality.

Following the implosion of the Soviet Union in 1991, the foreign affairs agencies—like their military and intelligence colleagues—were reduced by 30 percent in personnel and resources. Then, in the aftermath of the terrorist attacks of Sept. 11, 2001, our military and intelligence capabilities were

## In Walter Lippmann's apt metaphor, diplomatic and development personnel constitute the "Shield of the Republic." The better the shield, the less often the sword is required.

rapidly reconstituted. But our diplomatic and development capabilities were not, in spite of the best efforts of successive Secretaries of State.

This neglect came in spite of the fact that the diplomatic shield was our nation's first and most consistently used tool throughout the five decades of the Cold War. As a consequence, by 2008 the Department of State and USAID were seriously hobbled by a human capital crisis: a 15-percent vacancy rate in existing positions, a total lack of training positions, and an even more difficult situation in USAID.

In response, the American Academy of Diplomacy, supported by the Stimson Center and funded by the Una Chap-

man Cox Foundation, published *A Foreign Affairs Budget for the Future* that analyzed the crisis and made several recommendations. The FAB report was well received by both the Bush and Obama administrations and Congress.

Over the past four years, Secretary of State Hillary Rodham Clinton has made important, if uneven, progress in dealing with these human resource problems. State Department staffing has grown approximately 17 percent and USAID staffing by more than 30 percent.

Meanwhile, dramatic changes in the foreign and domestic environments in which the foreign affairs agencies operate are now under way. Globalization is becoming ever more compli-



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*President's Emergency Plan for AIDS Relief, Department of State*

cated, multiplying the missions of these agencies. The military has withdrawn from Iraq and its mission in Afghanistan will change in less than two years.

At the same time, there have been organizational and other changes in State and USAID, generated by the Quadrennial Diplomacy and Development Review. And above all, the foreign affairs budget (150 Account) faces unrelenting pressure for reduced funding as steps are taken to trim and eliminate the nation's \$1 trillion-plus annual deficits and accumulating total debt.

This report measures the progress made in responding to State's and USAID's personnel crises since 2008. It analyzes personnel and resource requirements in the dramatically changed circumstances the foreign affairs agencies now

confront; establishes a staffing baseline for the future; and provides a plan to realize the recommendations made for the Fiscal Year 2014-2018 budgets even in a time of increased budgetary stringency.

The overarching goal is to ensure that America has the smart power capabilities to succeed in the missions assigned by the president and Secretary of State, buttressed by the most efficient use of national resources. Now, more than ever, the United States needs to be fully engaged in all areas of the world—and to achieve this will require a broad, bipartisan effort.

The better the shield, the less often the sword is required.

## EXECUTIVE SUMMARY

### Conclusions

American diplomacy is in a worldwide transition driven by dramatic change. The tectonic plates of international power are shifting. Asia, led by China and India, gains in importance and influence, while Europe, confronted by major structural and fiscal imbalances, weakens. Regional powers such as Brazil and Turkey have emerged. The opportunities and challenges of globalization, from the Arab Spring to failed states and continuing terrorism, multiply.

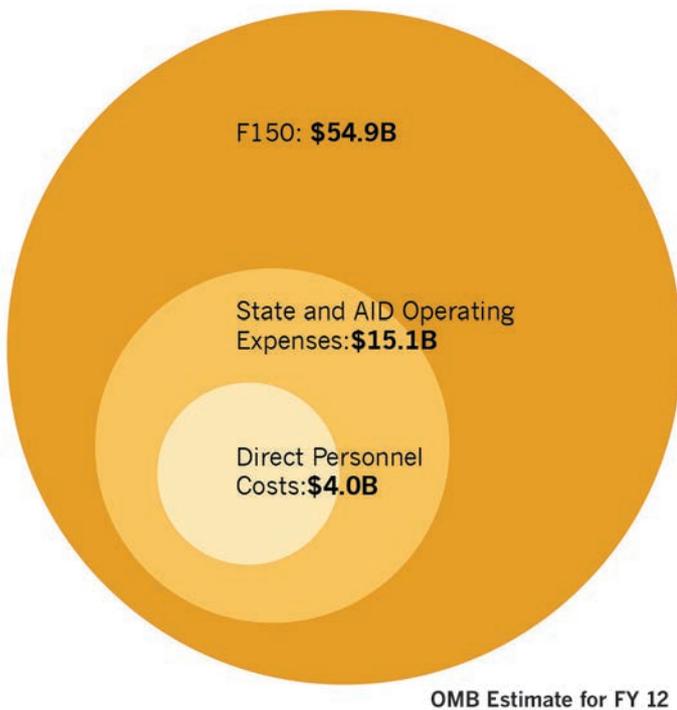
Meanwhile, the United States military has withdrawn from Iraq and their presence in Afghanistan will shrink in less than two years. Congress and the public have little appetite for military intervention of the "boots on the ground" variety. In the near term, the American military will be in retrenchment mode.

The Department of State and USAID are also undergoing internal structural changes as a result of Secretary Clinton's Quadrennial Diplomacy and Development Review. New bureaus and other offices are being added to integrate the development budget, to emphasize economic and energy developments, and to redirect the stabilization function.

All these changes are creating additional missions for the inherently labor-intensive work of conducting diplomacy and the delivery of foreign assistance. This, in turn, generates a requirement for additional personnel and new skill sets.

The final major change in the transition, however, is the strong countervailing pressure of America's fiscal problems. At \$16 trillion, our total national debt already exceeds gross domestic product, and continues to rise: The last four annual budget deficits have each added more than a trillion dollars to the total.

### Direct Personnel Costs As a Share of the State-USAID Budget



At \$4 billion, direct personnel costs for the State Department and USAID are only slightly more than 7 percent of the total foreign affairs operating budget. Even a drastic reduction in staff positions will not seriously reduce the budget; and, by the same token, increasing staffing as recommended in this report will raise it only marginally.

## The Foreign Service must have the smart power capabilities to succeed in the missions assigned by the president and Secretary of State. Now, more than ever, the United States needs to be fully engaged in all areas of the world.

There is a general consensus that this cannot continue, but no agreement on how to deal with the situation. The prudent working assumption must be that the overall federal budget will be reduced and that the international affairs budget (150 Account) will be reduced in parallel.

In short, the foreign affairs agencies are faced with a transition characterized by increasing missions and—at least potentially—decreasing personnel. We know from experience that this is a prescription for failure. In the transition following the implosion of the Soviet Union and Yugoslavia (1989-1995), the foreign affairs agencies were reduced by 30 percent even as they staffed 20 new embassies and took on attendant new missions.

State and USAID continued to operate with too few personnel for the next two decades. Staffing shortages became a personnel crisis with the 9/11 terrorist attacks, and the subsequent civilian surges in Iraq and Afghanistan.

In 2008 the American Academy of Diplomacy, supported by the Stimson Center and funded by the Cox Foundation, published *A Foreign Affairs Budget for the Future*, calling for 3,500 additional positions in the State Department Foreign Service and 1,200 in USAID. In the final quarter of 2008, the Academy engaged in intense consultations with both election campaign staffs, relevant congressional committees, and the State Department transition team in support of these recommendations.

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## Reduced programs can later be re-funded fairly rapidly. It takes years, if not decades, to train and develop skilled, experienced personnel.

Over the last four years, Secretary Clinton, under the “Diplomacy 3.0” program calling for a 25-percent increase in the Foreign Service, has made important, if uneven, progress in achieving added human resources. As of early 2012, State had gained 3,500 additional positions, and USAID, 923.

These total numbers accord well with the recommendations of FAB. However, the distribution of positions (and eventually people) does not.

A comparison of the department’s head count in January 2008 with January 2012 shows an above-attrition increase of about 1,200 Foreign Service officers, 800 Foreign Service specialists, and 1,500 Civil Service. Of these, approximately 2,300 were assigned to Washington and 1,200 to overseas posts.

Some of the Washington positions represent necessary increases in long-term training. From a functional perspective, some 2,100 were serving in administrative support activities while 1,400 were conducting diplomatic missions. Clearly, additional personnel are needed to meet the core requirements set forth in this report.

For the 2013–2017 period addressed in this report, the challenge is how to achieve and maintain adequate personnel levels in a time of fiscal restraint and budget reductions. Clearly, prioritization among the items in the 150 Account is necessary. Of course, we would prefer to avoid cuts in both people and programs. But if the choice is necessary, *people are more important than programs*. Reduced programs can later be re-funded fairly rapidly. It takes years, if not decades, to train and develop skilled, experienced personnel.

Program reductions only affect the programs involved, while personnel reductions damage foreign policy across the board as the officers who negotiate, conduct public diplomacy, promote U.S. exports, protect American citizens, and plan and manage development projects disappear. It is particularly ill-advised to reduce our civilian presence overseas at the very moment U.S. military elements are redeploying back to the United States.

Fortunately, as the diagram on p. 32 illustrates, direct personnel costs for State and USAID operations represent just \$4 billion of a \$55 billion budget, just over 7 percent. Even a

severe personnel reduction would barely move the needle downward. Likewise, the minimal personnel increases we are recommending would barely move the needle upward, to just under 8 percent of the foreign affairs budget. They would not compete with funding for foreign affairs programs, whatever decisions the next administration and Congress make.

In spite of real progress since 2008, our analysis demonstrates that the foreign affairs agencies, on which the security of the American people will depend in the tumultuous decades of the 21st century, are not yet completely staffed, trained and deployed to meet the challenges. The following recommendations are designed to close the remaining gaps in personnel and training capacity, and are fully consistent with the needs we identified previously in *Foreign Affairs Budget for the Future* (2008) and with State’s Diplomacy 3.0 initiative.

### Recommendations

- The Secretary of State should seek to complete the Diplomacy 3.0 staffing initiative in the Fiscal Year 2014 budget. This would add 722 positions, achieving the targeted 25 percent increase in the Foreign Service compared to the 2008 baseline. These positions should be distributed across core functions and public diplomacy to bring personnel levels in these areas closer to the 2008 FAB report’s recommendations.

- In order to alleviate shortages of mid-career officers, the Department of State should press Congress for legislation to temporarily lift limitations on pay and numbers of hours worked for While Actually Employed retired officers and staff for a period of five years.

- The Secretary of State should seek an additional (above attrition) 490 positions specifically for long-term training in the FY 2014 budget: 330 for language training to meet congressional requirements and 160 for training to reach mid-level needs.

- The Department of State should fund a study of what would be required for the Foreign Service Institute to take on a share of senior professional education comparable to that represented by the National Defense University and the service war colleges.

## Over the past four years, Secretary of State Hillary Rodham Clinton has made important, if uneven, progress in dealing with these human resource problems.

■ The U.S. Agency for International Development should recruit, as needed and on a targeted basis, experienced personnel, including retired officers, to address shortages of mid-career officers.

■ USAID should seek streamlined hiring authorities to rationalize the unnecessarily convoluted methods currently employed.

■ Congress should appropriate the department's 2013 budget request for full staffing of the Bureau of Conflict and Stabilization, along with a flexible hiring authority and dedicated funding proposed by the department to increase the effectiveness and agility of the CSO's new model. If there is

no regular budget for 2013, CSO should pursue this goal in FY 2014.

■ The Department of State should task CSO to make recommendations on how to respond to civilian surge scenarios that exceed planned CSO capabilities, now that the creation of a large "surge capability" is no longer planned. This study should include, inter alia, the functioning of the current 3161 authority (for temporary hires); assess whether additional standby authority is needed; identify potential changes in contracting authority or spending flexibility for a large surge; and evaluate the potential for maintaining a larger roster of skills in the civilian sector. ■



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*USAID Ecosystems Improved for Sustainable Fisheries (ECO-FISH) Program*

# THE MILLENNIUM CHALLENGE CORPORATION: OFF TO A GOOD START

**Eight years after the MCC's creation, the verdict on its efforts to jump-start the process of development is not yet in. But there are reasons for optimism.**

BY BEN BARBER

Since 2004, U.S. foreign aid has been split into two camps. That is when President George W. Bush created a new aid agency separate from the U.S. Agency for International Development: the Millennium Challenge Corporation.

Since 1961, USAID had been the centerpiece of U.S. aid programs that, in principle, are focused on getting help to those who need it most—the poor, the ill, the illiterate and those hurt by storms and earthquakes and famine. But its staff had shrunk from perhaps 15,000 during the Vietnam War to about 1,000 Foreign Service officers and 1,000 Civil Service staff as of 2002. (USAID is now in the process of doubling its FS staff.)

Sometimes the State Department has intervened on political grounds to cut aid to governments seen as hostile to U.S. interests. In contrast, the Millennium Challenge Corporation is tasked with applying a neutral yardstick, using business acumen to improve the economies of developing countries.

Like a global banker, the MCC grades developing countries on whether they invest in health and education, move toward democracy and allow free press and markets. Countries with better

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*Ben Barber writes about the developing world for McClatchy Newspapers, and has also contributed to Newsday, the London Observer, the Christian Science Monitor, Foreign Affairs, the Washington Times, USA Today and Salon.com. From 2003 to 2010, he was a senior writer at the U.S. Agency for International Development. His photojournalism book, Ground Truth: Work, Play and Conflict in The Third World, will be published later this year by de.MO Design.org.*

performance are eligible for potentially game-changing development grants of \$500 million and more, payable over five years. In addition, some poorly-performing countries can obtain “threshold” grants to bring them up to eligibility.

The new agency was intended to stop wasting foreign aid by grading all recipient countries on how well they govern their citizens. There would be no more funding for corrupt dictators who let their own people starve.

The flip side of the coin was the idea that USAID would spend the remainder of the foreign assistance budget on what some call the basket cases—e.g., Haiti and the Democratic Republic of the Congo. Its focus would be on humanitarian relief, education, medicine and food.

## **A Too-Ambitious Goal?**

Some aid experts in Congress and at think-tanks say Pres. Bush was working from a Republican agenda dating back to the late Senator Jesse Helms, R-N.C., who tried to abolish USAID—which he famously claimed poured U.S. aid “down a rathole.”

“The MCC evolved out of frustration at USAID within the Bush administration,” says a senior congressional staff member, speaking on condition of anonymity. “It was a different approach to foreign aid—not dealing with the basket cases but with countries capable of reaching the next level of development.

“The MCC had a lot to recommend it—a lot which could apply to USAID,” the staffer adds. But the Bush administration “never wanted the MCC to be a separate agency from USAID.”

Pres. Bush set an ambitious goal of \$5 billion a year in funding,

rivaling the USAID budget, which was about \$7 billion at the time. But Congress balked at the request. Heavily lobbied by the giant nongovernmental organizations accustomed to getting paid to operate much of USAID's humanitarian and development agenda, Capitol Hill has never given the MCC more than a billion dollars a year—about 20 percent of what the administration initially sought. Total outlays over the past eight years come to about nine billion dollars.

Daniel Yohannes, current chief executive officer of the Millennium Challenge Corporation, has about \$900 million in foreign aid to distribute among 24 countries. His agency looks for recipients that maintain high standards in strengthening governance, safeguarding a free press, immunizing children, educating girls, supporting free markets and meeting similar objectives.

Governments that pass vetting in 20 categories (originally 16) are eligible to enter into five-year aid agreements known as “compacts.” The first of these agreements are just wrapping up, and reports on how well they have functioned are now being done.

## From Rivalry to Cooperation

Andrew Natsios, who was USAID administrator from 2001 to 2006, noted in an interview that the MCC discovered early on that infrastructure projects were vital to its goal of life-changing development. “Without roads and bridges you can't do economic growth,” says Natsios, who recently completed a professorship at Georgetown University and is now teaching at the Bush School of Government and Public Service at Texas A&M University.

“Since the Nixon administration we have followed the human needs school of development and never got away from it,” he adds. “But in the time of Kennedy and Johnson, USAID was very much into infrastructure.”

Natsios concedes that there was a degree of rivalry initially between the two aid agencies: “At first, MCC leaders said not to do anything that came from USAID.” But now, he says, a lot of MCC staff members are retired USAID officers. “It has become what USAID was in its early years,” he said.

The MCC runs its operation with only 300 people, rather than trying to replicate the extensive string of overseas missions with American and foreign staff in nearly 100 countries that USAID operates. In fact, it has only two people in the field in each of the 24 recipient countries. Local boards composed of government officials, business leaders and civil society representatives meet to decide how to spend the MCC money.

Natsios sees this focus on having local input and control over projects as a positive shift in aid policy. When local institutions and people are invested in decision-making, he believes, the projects

are more likely to prove useful and survive the end of U.S. assistance.

## Measuring Success

Still, it is too soon to say whether the MCC's approach is effective. CEO Daniel Yohannes noted during a recent interview in his office in Washington that only a few compacts have run their five-year course. But Tim Rieser, longtime chief clerk of the Senate Appropriations Subcommittee on State and Foreign Operations, said in an interview that MCC has had only mixed success to date.

“Although the countries selected were not the basket cases of the world, they did have corruption, lack of capacity and other major obstacles,” Rieser observes. “It was naïve to think that a compact would be a game changer,” he adds.

“You can't change a country with \$500 million,” he adds. “You can build a road, reform a banking system or change agricultural policies. But you cannot achieve the transformative, starry-eyed vision of the Bush administration. You can give a country a boost, but there are so many challenges they face that it will only improve things incrementally.”

One prominent researcher with a Washington think-tank, speaking on condition of anonymity, says: “We thought MCC was a brilliant idea, but the Bush administration mangled the idea at the outset.”

He notes that the first head of the MCC, Paul Applegarth, quickly alienated the critical constituency for foreign assistance: the NGO community, Interaction, the Center for Global Development, Save the Children and all the other outfits. “Uninterested in the lessons learned by leading development economists and practitioners of the day, Applegarth hired a bunch of private-sector guys who thought they had all the answers and were not going to listen to the bleeding-heart liberal foreign aid guys.”

Although later chief executive officers were more successful, the damage was done. Congress has kept MCC's budget at around \$1 billion a year, even as USAID funding tripled to \$24 billion, including funds for Afghanistan, Iraq and Pakistan.

## A Pro-Business Approach

During our interview, Yohannes explained the MCC's methodology. Each recipient country must show a return on investment of at least 10 percent of the value of the grant over five years. So for every \$100 million invested in a road, for example, MCC wants the country to show it generated \$110 million over five years through increased traffic, agriculture, trade and construction.

Some MCC projects have been canceled due to backsliding by the recipient country. Madagascar's compact was terminated

after a coup, for example. Armenia and Nicaragua had their funds placed on hold for arresting journalists and opposition members, among other lapses. And while Mali enjoyed good governance for about 20 years, a coup sparked by a rebellion in the north led to cancellation of MCC aid last year.

Encouragingly, eight countries have completed compacts in the last two years. And El Salvador and four others are to complete their programs in the near future.

“All of our countries create a climate for private investment,” says Yohannes. He notes that the former Soviet republic of Georgia, formerly 120th in the world in terms of ease of investment, climbed to 18th place as it cut excess regulation as part of MCC conditions.

Yohannes says that as he visits the countries where MCC works, he sees that the American way of doing business is catching on; these governments are becoming more transparent in their procurement processes. In addition, MCC guidelines require each recipient country to set aside money for maintenance after the projects are completed.

## The MCC Effect

Asked if MCC was a rival of its sister agency, Yohannes said: “No, we complement each other. Our job is to reduce poverty by economic growth. We do not do food, medical or conflict-related aid,” all of which USAID handles.

Asked if MCC had made mistakes along the way, Yohannes admits to some. “In Morocco, we had a \$700 million compact in too many sectors and all over the country,” he recalls. “The compact started before there was a ‘due diligence’ policy in place.”

Now projects are sector-specific and focus on two or three areas, such as water, energy or agriculture. In addition, “we make sure prep work is done before the compact enters into force,” he notes.

Despite Yohannes’ assertion that MCC does not compete with USAID, Sarah Jane Staats, an aid expert at the Center for Global Development in Washington, notes that in the shrinking budget environment, “there is competition across the board; resources are scarce.”

Asked if MCC was performing well in its niche brand of foreign aid, Staats says: “It is too early to know what mid-course corrections are needed. The big accomplishment of MCC is largely its approach. It only selects countries that demonstrate policy performance, a huge departure from U.S. and global aid programs.”

James W. Fox, who has worked on two assessments of the MCC for the Brookings Institution, recalls that “the MCC got off to a terrible start, led by a CEO who thought signing agreements was all there was to it.”

That said, the MCC “has opted for the most transparent approach of any donor in history...using outside evaluators, using the best techniques available...no other donor comes anywhere close,” Fox commented in an e-mail.

He also notes what he calls an “MCC effect,” motivating governments “to do lots of things to try to improve their indicators.”

## Clearing Up Misconceptions

According to a report by USAID analyst Michael Crosswell, MCC’s underlying principle is that “foreign aid tends to be more effective in countries making strong self-help efforts in terms of policy performance. That principle has guided USAID and U.S. foreign aid legislation since the early 1970s.”

However, Crosswell, whose comments are his own and do not necessarily reflect those of USAID, lists some “misconceptions” sometimes expressed by the Millennium Challenge Corporation’s sponsors:

*MCC-eligible countries clearly have very good policies.* This overstates the reality on the ground, since each country is compared to its peers rather than a Western level of governance.

*MCC countries have strong, capable institutions.* In fact, Crosswell says, they have the weaknesses typical of low-income, least-developed countries. Even when these governments have the political will to meet assistance criteria, they lack resources, trained people, technology, physical infrastructure, capital, financial markets regulation, security and other building blocks of development.

*MCC countries mainly lack aid in the form of large resource transfers.* What they really need, Crosswell believes, is stronger institutions to promote economic growth and develop absorptive capacity, so that wealth does not destabilize the system and enrich the elites through corruption.

*Large programs can be delivered with relatively little donor programming effort.* Large MCC programs do take place with only two U.S. staff on the ground, but they have been slow to accomplish anything. “You can’t simply pick the ‘right’ countries and then hand over the money,” says Crosswell.

## The Real Test

Development is an evolutionary process that can take centuries, even in a world of high-speed communications. MCC is the latest attempt to jump-start that process, but the verdict on its success is not yet in.

The big test will be whether recipients revert to antidemocratic, corrupt practices once the U.S. project is over, leaving them vulnerable to coups and repression. ■

## They Were There

### **Argo: How the CIA and Hollywood Pulled Off the Most Audacious Rescue in History**

Antonio Mendez and Matt Baglio, Viking, 2012, hardcover, \$26.95, 310 pages.

**The Houseguests: A Memoir of Canadian Courage and CIA Sorcery**  
Mark Lijek, Amazon Digital Services, 2012; paperback/\$9.99, Kindle Edition/\$8.99; 318 pages.

REVIEWED BY STEVEN ALAN HONLEY

We all know that on Nov. 4, 1979, Iranian militants stormed the U.S. embassy in Tehran, for the second time in nine months, subjecting 53 American hostages to a 444-day ordeal. The episode set off geopolitical shock waves that still resonate today.

Happily, six American diplomats (four men and two women) escaped in the initial chaos and eventually found refuge with their Canadian colleagues for the next two months. They were then spirited out of the country in January 1980 via an ingenious covert operation that was known as “The Canadian Caper” before the CIA declassified it in 1997.

Many of you have likely seen, or are planning to see, the excellent new movie based on that incident, “Argo,” directed by and starring Ben Affleck. And hopefully you’ve all read the article about it in the October 2012 issue of *The Foreign Service Journal*, “Argo: How Hollywood Does History,” by Mark Lijek, one of the rescued American diplomats. So the logical question is whether reading either of these

books is worth your while.

In a word, yes. However, since few of us have time to read two books about the same subject, choosing between them is a tougher call.

The account by Antonio Mendez, the CIA agent who masterminded and executed the scheme, certainly lives up to the promise of its title. Even (or perhaps especially) if you saw the Affleck film,

**Both these books are worth reading. But if you only have time for one, pick *The Houseguests*.**

you’ll appreciate the additional details about how Mendez and his cohorts passed off six Americans as members of a Canadian film crew in Iran to make a fake science-fiction movie. As a bonus, he also shares details of other “exfiltrations” he carried out during his 25 years with the agency.

Mendez is generous about sharing credit with colleagues inside the agency and elsewhere, and candid about some mishaps that could have torpedoed the mission. And unlike many examples of the “as told to” genre, the fast-paced yet smooth prose indicates that he and co-author Matt Baglio, who has worked for many news organizations and magazines, developed a good rapport during the project.

I was, however, taken aback by how little Mendez seemed to know about the Foreign Service officers he was helping. When he first learns of the existence of the “Houseguests,” the codename for the six Americans, for instance, he claims that he had no reason to believe any of them could speak a foreign language. In fact, most of them spoke Farsi (at least

one fluently), among other languages. Mendez also makes some rather disdainful remarks about other State Department personnel he encounters, which detract from an otherwise enjoyable read.

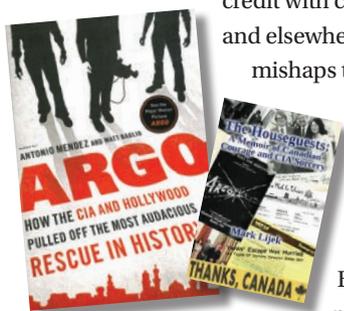
Mark Lijek provides a valuable insider corrective in his memoir, though its title is a bit misleading. Although he appropriately extols “Canadian courage,” Lijek devotes little space to describing the “CIA sorcery” that got him and his fellow houseguests out of Iran—perhaps because he knew his version of events would be competing with the Mendez book.

Fortunately, Lijek’s droll account of how and why he came to join the Foreign Service, via a somewhat circuitous route that first took him from Georgetown to the Army, would be worth the price of the book in its own right.

In the next section, “How to Visit a Really Rotten Place and Drag Your Wife Along Too,” he explains how he ended up in Iran for his first assignment—and how his wife, Cora, joined him there just two months before the November 1979 embassy takeover. (It must be said that he seems to have had a real chip on his shoulder about Iranian culture long before he arrived.)

Though the Affleck movie made a good-faith effort to convey what the Lijeks and their fellow “Houseguests” endured, that was not really its focus. So reading this book is the only way to truly appreciate the emotional roller-coaster the six Americans rode. Though there were lighter moments along the way, one can practically feel the walls closing in on them as the days go by.

While the tension of the escape comes through loud and clear, I must admit I found the screen version of that episode more gripping. (Of course, as some have pointed out, Affleck skillfully embellishes that part of the story to keep the audience’s adrenaline pumping.) However,



Lijek's understated approach enhanced my appreciation for the book's final section, in which he moves on with his life and career.

As with many self-published books, the writing has rough edges, particularly in terms of punctuation. And while I certainly understand the impulse to blame Jimmy Carter and other figures for their roles in the crisis, I didn't find Lijek's reasoning to be very persuasive.

All that said, if you only have time for one of those two books, read *The Houseguests*. But if you are interested in spycraft or don't plan to see "Argo," it is also worth reading Mendez's account.

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*Steven Alan Honley is the editor of The Foreign Service Journal.*

## Diplomacy Dissected

**At Home with the Diplomats:  
Inside a European Foreign Ministry**  
*Iver B. Neumann, Cornell University Press, 2012, \$24.95, paperback, 216 pages.*

REVIEWED BY JOHN M. GRONDELSKI

Have you ever thought of diplomats as a kind of aboriginal tribe? Iver B. Neumann has. A political scientist and anthropologist, he spent almost four years working in the Norwegian Ministry of Foreign Affairs to produce this fascinating study examining diplomats from the perspective of an ethnographer.

As far as I know, nobody has ever studied members of our profession in



quite that way. But viewing Foreign Service processes like information gathering (writing), hierarchy roles (promotion and chain-of-command behavior), and social status

(demographics) through such a lens can be very illuminating.

Take what Neumann calls "knowledge production." We all know that diplomats exist to gather knowledge and analyze it. But what makes their reporting different from that of, say, CNN? Neumann claims it is a specific kind of knowledge, with a short shelf-life

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that (quoting Hedley Bull) is about “the current situation and how it is likely to develop...[deriving] from day-to-day personal dealings with the leading political strata.”

Such information, however, is just raw data, “one of the many inputs into the production of authoritative documents.” What does a foreign affairs ministry do with that information? It often produces mind-numbingly bland reports that essentially maintain the status quo. But, the author argues, that is what they are supposed to do.

Using examples of speechwriting from his days on the Norway MFA’s policy and planning staff, Neumann asks why most talks sound the same, seeming only incidentally to take their audiences into account. He answers that such considerations are secondary to the perennial primary goal: a foreign policy apparatus that sings in harmony.

In his view, “speechwriting is first and foremost a question of ministerial identity-building. Information and argumentation are important, but the organization’s self-confirmation and the confirmation of working relations among all parts of the organization are of greater importance. When the entire ministry can stand behind a speech, it is because the speech *is* the ministry.”

Obtaining clearances to produce such consensus-driven statements takes time. As Neumann notes about one project: “The writing job itself—the thinking and writing up—took less than two hours, but everything else took 10. Counting input, reading, annotation, secretarial aid, translation, etc., it must have taken the ministry more than 30 hours to produce that 20-minute luncheon speech.” But to a diplomat, such time is “a totally reasonable and respectable allocation of resources.” Why?

### Neumann’s reflections about Norwegian diplomats will certainly resonate with FSOs.

Because consensus is paramount.

Neumann also tells us about a diplomat who joked that he and his colleagues “never fell out with one another, for they might end up as the only two Norwegian civil servants posted to Abidjan.”

Neumann sees himself as having done “field research” in Oslo and reports his findings with all the accoutrements of the academic tribe. On the other hand, whether intentional or not, the satire behind his observations can be biting. Seeing oneself with an outsider’s eyes can be quite illuminating, but when

that outsider also has inside experience, the view can be really critical.

From observations on family life to the increasing numbers of women in diplomacy, from turf battles to diplomatic stereotypes (the pinstriped wine sipper), Neumann’s reflections will certainly resonate with FSOs who have “been there, done that.” ■

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*John M. Grondelski is an FSO currently studying Chinese at the American Institute in Taiwan. He previously served in London, Warsaw, Bern and Washington, D.C.*

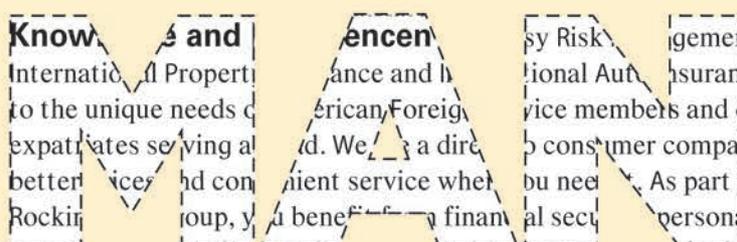
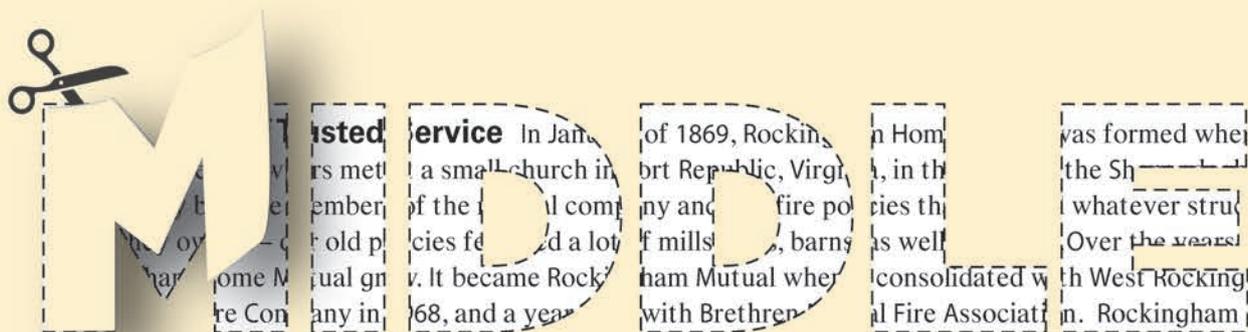
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## Secretary of State Hillary Rodham Clinton Joins in Celebrating GLIFAA's 20th Anniversary

On Nov. 28, Secretary of State Hillary Rodham Clinton addressed a large crowd seated in the Benjamin Franklin Diplomatic Reception Room to celebrate the 20th anniversary of Gays and Lesbians in Foreign Affairs Agencies, the State Department's officially recognized employee affinity group for lesbian, gay, bisexual and transgender employees.

Under the leadership of Secretary Clinton, LGBT employees and their families have a level of benefits and recognition never before seen in foreign affairs agencies of the U.S. government.

Today, thanks to Secretary Clinton, same-sex domestic partners of Foreign Service members serving overseas receive the full range of legally available benefits and allowances. She also instituted the 2010 revision of the Department's equal employment opportunity policy to prohibit discriminatory treatment of employees and job applicants based on gender identity.

Advocating for employees of the Department of State, the U.S. Agency for International Development, the Peace Corps, the Foreign Agricultural Service, the Foreign Commercial Service, and the Millennium Challenge Corporation, and all foreign affairs units of the U.S. government, GLIFAA continues to work to ensure full parity



Secretary of State Hillary Rodham Clinton relates some of the difficulties, challenges and prejudices endured by lesbian, gay, bisexual and transgender employees in foreign affairs agencies before changes were introduced by the department and credits GLIFAA's advocacy.

for LGBT personnel and their families in U.S. foreign affairs agencies serving both domestically and abroad.

GLIFAA began in 1992 to challenge a security clearance process that at the time discriminated against LGBT employees. GLIFAA has grown since that time to include hundreds of members and associates and become the officially recognized voice of LGBT personnel in the U.S. foreign affairs agencies.

Members of the GLIFAA Board meet regularly with the management of the State Department, USAID

and other agencies to discuss ideas and solutions to address the continued concerns of LGBT personnel and their families.

The issuance of a non-discriminatory policy by then-Secretary of State Warren Christopher in 1994 was an early success. In the summer of 2009, GLIFAA was instrumental in encouraging the department to grant Eligible Family Member status to domestic partners of employees and to their children. This action resulted in a number of foreign affairs agencies following suit.

*GLIFAA, Continued on page 50*

### CALENDAR

1/9/2013  
12:00 - 2:00 PM  
**AFSA Governing Board Meeting**

1/16 - 1/17/2013  
**FSI Mid-Career Retirement Planning Seminar (RV105)**

1/21/2013  
8:00 AM - 5:00 PM  
**MLK/Inauguration Day: AFSA Offices Closed**

2/6/2013  
12:00 - 2:00 PM  
**AFSA Governing Board Meeting**

2/6/2013  
**Deadline for Art and Academic Merit Awards Applications**

2/10/2013  
4:30 PM - 5:00PM  
**AFSA Road Scholar Program**

2/11 - 2/13/2013  
**8th Annual Conflict Prevention, Peacekeeping & Stability Conference**

2/18/2013  
8:00 AM - 5:00 PM  
**Presidents Day: AFSA Offices Closed**

2/20/2013  
12:00PM - 1:00PM  
**Luncheon: 170th A-100 Class**

2/28/2013  
**Deadline for AFSA Dissent and Performance Award Nominations**



## Protecting Privacy

Issues related to privacy are of significant concern to many of our members and to AFSA, as well. While many Americans worry about the possibility of identity theft and other privacy concerns, Foreign Service members face the additional threats of terrorist attack, kidnapping and fraud or theft. Not only do we operate in environments where such crimes are more common than in the U.S., but our role as representatives of the United States makes us targets for those who would attack the American government. Privacy, to a large degree, equals security.

At the same time, our role as public servants endows our employer—and the American public—with the right and responsibility to know certain things about us. The need to make determinations about our qualifications, integrity, trustworthiness and suitability to represent our country requires that some very private information be shared. Who should know what, to what degree and how will that information be used, stored, shared or disposed of when no longer needed is the concern.

Privacy can also be a double-edged sword, preventing important information from being known. A number of very important decisions, such as assignment selections, are routinely made about FS members by people who have less access

to information than might be desirable. Without access to employee evaluation reports and other data, deciders may rely on a "corridor reputation," which may be untrue, skewed or overly influenced by assumptions. Often, a career event, positive or negative, becomes legend. A person who curtailed from a post for reasons having to do with, let's say, the health of a family member, can be marked by that curtailment for years as a problem employee, while a person who did one very visible good thing in an otherwise unremarkable career might still be known as a superstar years later.

Protecting privacy can be misused by the department when it wants to control information, or make it more difficult for an employee to appeal a decision. It allows the department to control the official "story" of a particular event and thereby discredits the employee's account.

The inordinate length of time it takes for the department to answer Privacy Act requests often prevents employees from being able to meet the burden of proof in a grievance, and can prevent an employee from being able to present information before a deadline or other event renders it meaningless. Protecting privacy can add to the complexity of other issues of interest, such as leveling the

playing field for employees with disabilities, ensuring fair treatment of Post Traumatic Stress Disorder sufferers and even sharing with our members why AFSA takes certain positions on certain issues.

AFSA is currently working on the following issues involving privacy:

- The Stop Trading in Congressional Knowledge Act: The idea behind the STOCK Act is a good one—that the financial dealings of senior officials, or those who spend the government's money, must be transparent and that such officials should not derive personal gain from information they learn by virtue of their position. A component of the act requires, however, that information be posted on the Internet, where it can be accessed by any person of any citizenship, anywhere in the world. That component not only potentially harms individuals but, in AFSA's view, carries a very high risk of damaging national security as well.
- Ad hoc creation of forms by department elements or posts: 2 FAM 1152 and other regulations govern creation of forms, while 5 FAM 460 and other regulations concern privacy. These regulations include clearance processes which answer such privacy questions as whether the information is truly necessary, how it will be stored or retrieved, how it will be shared and how it will

be disposed of. When forms are created outside these processes, privacy questions are often not fully explored, creating pockets of personal information that may result in leaks, improprieties or other issues.

- Increased use of 360 evaluations: 360 evaluations are a very good and useful tool for evaluating performance and serve to counterbalance incorrect information in a corridor reputation. However, they may also provide the opportunity to add other incorrect information into the mix, which the employee might never see or be able to address. As the process comes into greater use, we have been concerned about finding ways to keep the process honest and transparent.
- Urging the department to prioritize Freedom of Information Act and Privacy Act requests from employees, when the information is relevant to a matter in dispute between the department and an employee, or to the employee's ability to address allegations against them.
- Ensuring transparency and responsible action when personal information is lost, stolen or diverted. The department has significantly improved its posture in this regard, but it is something we continue to monitor closely.



Views and opinions expressed in this column are solely those of the AFSA USAID VP.

## Links in the Field: AFSA Post Representatives

On Nov. 30, AFSA invited 25 former AFSA post representatives to a round-table luncheon to hear their candid accounts of their labor union experiences and take note of their suggestions for improving services to our members serving in 274 overseas missions.

**Many mentioned they had received complaints regarding overtime work and that FSOs are hesitant to complain for fear of retaliation.**

AFSA President Susan Johnson began the discussion with the following stats about the 146 current post reps: 102 of them are tenured and 44 are untenured. Men occupy 67 percent of the positions; women occupy the remaining 33 percent. Their average age is 41. At present, only five USAID employees are post reps. The largest posts currently without a post rep are Amman, Brasilia, Khartoum, London and Mexico City.

### OPEN-ENDED TOPICS

The program followed a series of open-ended topics, ranging from how post reps are selected to problems

they faced and how AFSA could provide greater support. The luncheon participants' career experience was substantial, with some having spent more than 30 years in the Foreign Service.

From the discussion, we learned how much the roles of post reps have varied across the world. While some had very little to do beyond referral of cases to AFSA headquarters, others reported substantial involvement in the events at post. Many mentioned they had received complaints regarding overtime work and that FSOs are hesitant to complain for fear of retaliation. They indicated a need for more substantial training, including greater online resources and written materials.

An interesting discussion on how post reps are selected ensued, with some individuals being asked by post management or the outgoing post rep to volunteer for the position, while other posts held elections.

### POST REP DUTIES

Further suggestions included:

- A more complete description of post rep duties, along with specific expectations from AFSA headquarters.
- Gauge interest and solicit ideas from membership at post.
- Create a "letter of cre-

denance" to the ambassador or deputy chief of mission certifying the AFSA post rep and urging good relationships.

- Develop a Foreign Service Institute distance learning course for post reps.
- Encourage post reps to do a consultation with AFSA when rotating back to D.C.
- Send frequent "post rep only" messages on the issues AFSA is working on.
- Provide post reps with papers on such topics as Overseas Comparability Pay, overtime, security issues and best practices for new reps.
- Clearly define requirements for holding elections.

### WORKING ON SUGGESTIONS

AFSA has already begun to work on the many invaluable suggestions made during the meeting and is confident this work will result in improved services to its members. We encourage active-duty FS employees to volunteer as post reps. AFSA will reimburse up to \$100 a year for costs related to AFSA business, including refreshments for meetings and other expenses.

The AFSA post representative program was established by the Foreign Service Act of 1980 and is defined in the Foreign Affairs Manual. It is a voluntary position that forms part of the labor/management structure and is formally recognized by the

foreign affairs agencies in their labor agreements with AFSA, the exclusive labor bargaining agent for the Foreign Service.

### INFORMING AFSA OF ISSUES AT POST

The post rep does not negotiate with post management, but instead, serves as AFSA's representative. Their job is to inform AFSA of issues at post and to provide information, contacts and resources to post's AFSA members. Typically, difficulties between employees and post management may occur related to safety, security, health, family life, living arrangements, fairness in benefits and privileges or working conditions. Post reps refer employees to AFSA if they are the subject of an investigation by the Office of the Inspector General or Diplomatic Security. In other words, they serve as AFSA's eyes and ears overseas.

### FOR MORE INFORMATION

For more information on AFSA's post representative program please go to [www.afsa.org/post\\_representatives.aspx](http://www.afsa.org/post_representatives.aspx). ■

## AFSA's Scholarship Program Presents the

BY LORI DEC, AFSA SCHOLARSHIP DIRECTOR

The AFSA Scholarship Program is awarding \$192,000 in undergraduate college need-based financial aid scholarships in the 2012-2013 school year to 73 children of Foreign Service employees. Included under this program are the Diplomatic and Consular Officers, Retired/Bacon House Foundation Financial Aid Scholarships, which AFSA administers.

AFSA also awards scholarships through two other organizations: Associates of the American Foreign Service Worldwide and the Public Members Association of the Foreign Service. In addition to the organizations listed above, AFSA funds its scholarship program from the following sources: individual donors who have established annual and perpetual scholarships; through an annual withdrawal from the AFSA Scholarship Fund Endowment; *ad hoc* and annual appeal donations; and work place contributions.

The AFSA Scholarship Fund also sponsors the AFSA Merit Awards Program. The list of winners, all high school seniors, is published in the July-August issue of the *Foreign Service Journal*. AFSA provided \$40,500 in academic and art merit awards to 26 students in May 2012. These one-time only awards recognize the academic and artistic accomplishments of AFSA members' children. In

summary, AFSA has provided aid to 99 students totaling \$224,000 this school year. These programs are run under the oversight of the AFSA Scholarship Committee, comprised of volunteers from the five foreign affairs agencies.

### 2013-2014 SCHOLARSHIPS AND AWARDS

It's not too late to apply for a 2013-2014 AFSA Financial Aid Scholarship or a 2013 Merit Award. Applications are being accepted until Feb. 6 for academic and/or art merit awards and March 6 for financial aid scholarships. Merit awards range from \$1,000 to \$2,000; need-based financial aid scholarships range from \$1,000 to \$4,000. Please visit [www.afsa.org/scholar](http://www.afsa.org/scholar) for program details.

If you have any questions or would like information on how to establish a scholarship in your name or that of a loved one, please contact Lori Dec, AFSA scholarship director, at (202) 944-5504 or [dec@afsa.org](mailto:dec@afsa.org).

The 2012-2013 Financial Aid Scholarship recipients are listed alphabetically by last name. Each listing includes the names of the recipient's parents, AFSA scholarship(s) the student received and the college he or she is attending. ■

#### Devante Agu

Son of Edward and Wanda Agu. Recipient of the Kiang Fund for Excellence Financial Aid Scholarship, the Marcia Martin Moore Memorial Financial Aid Scholarship and the Turner C. Cameron Memorial Financial Aid Scholarship. He is currently attending West Virginia University.

#### Sarajin Ali

Daughter of Karl and Nahid Fritz. Recipient of the Associates of the American Foreign Service Worldwide Financial Aid Scholarship. She is currently attending Virginia Tech.

#### Helene Andang

Daughter of Catherine and Guy Andang. Recipient of the Virginia Thurgood Bingham/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending John Carroll University.

#### Leannique Badinga

Daughter of Leslie-Ann Burnette-Badinga. Recipient of the Brockman M. Moore Memorial Financial Aid Scholarship. She is currently attending Randolph Macon College.

#### Jourdan Ball

Son of David Ball and Mara Tekach. Recipient of the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. He is currently attending the New York Film Academy.



*Through this generous scholarship, I can avoid debt and undue financial strain on my family. I owe a debt of gratitude to my scholarship donor for turning my university goals into realities.*

Ashton Omdahl,  
Brigham Young University

#### Erika Barnes

Daughter of Kiyomi and William Barnes. Recipient of the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. She is currently attending Washington State University.

#### Anna Leah Berstein-Simpson

Daughter of Rose Berstein and Peter Simpson. Recipient of the AAFSW Financial Aid Scholarship. She is currently attending Dartmouth College.

#### Raoul Biron

Son of Jeffrey Biron and Waltraud Luetjohann. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending the University of New Hampshire.

#### Alexandra Bliss

Daughter of Mark Bliss and Kristin Rummel-Bliss. Recipient of the Dorothy Osborne and Theodore Xanthaky Memorial Financial Aid Scholarship and the Gertrude Stewart Memorial Financial Aid Scholarship. She is currently attending Florida State College at Jacksonville.

#### Natalie Bluhm

Daughter of Christina and Nathan Bluhm. Recipient of the Wilbur J. Carr Memorial Financial Aid Scholarship and the Brockman

## 2012-2013 AFSA Financial Aid Scholarship Recipients

M. Moore Memorial Financial Aid Scholarship. She is currently attending the University of Colorado at Colorado Springs.

### Niccolo Bluhm

Son of Christina and Nathan Bluhm. Recipient of the John M. and Anna B. Steeves Memorial Financial Aid Scholarship, the Gertrude Stewart Memorial Financial Aid Scholarship and the Walter K. Schwinn Memorial Financial Aid Scholarship. He is currently attending the University of Colorado at Colorado Springs.

### Phoebe Bredin

Daughter of Elizabeth and John Bredin. Recipient of the William Leonhart Memorial Financial Aid Scholarship and the Prabhi G. Kavalier Memorial Financial Aid Scholarship. She is currently attending Virginia Tech.

### Taylor Burdan

Son of Mark Burdan and Tami Fennewald-Burdan. Recipient of the Adolph Dubs Memorial Financial Aid Scholarship and the Charles B. Hosmer Memorial Financial Aid Scholarship. He is currently attending Chadron State College.

### James Chambers

Son of Hyong and Kevin Chambers. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending the University of Tulsa.

### Anthony Charles

Son of Rose Beauchesne and Cleveland Charles. Recipient of the Janet K. and Charles C. Stelle Memorial Financial Aid Scholarship, the Brockman M. Moore Memorial Financial Aid Scholarship and the Clare H. Timberlake Memorial Financial Aid Scholarship. He is currently attending the University of Virginia.

### Russell Charles

Son of Rose Beauchesne and Cleveland Charles. Recipient of the Evelyn K. and Horace J. Nickels Memorial Financial Aid Scholarship,

the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the Ernest V. Siracusa Memorial Financial Aid Scholarship. He is currently attending the College of the Atlantic.

### Zachary Charles

Son of Rose Beauchesne and Cleveland L. Charles. Recipient of the Robert E. and Florence L. Macaulay Memorial Financial Aid Scholarship, the Brockman M. Moore Memorial Financial Aid Scholarship and the Rozanne L. (Roz) Ridgway Financial Aid Scholarship. He is currently attending the University of Pennsylvania.

### Katherine Cooke-Caraway

Daughter of Robin C. Cooke. Recipient of the Terence Flannery Memorial Financial Aid Scholarship, the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the Francesca Bufano Lapinski Memorial Financial Aid Scholarship. She is currently attending Wesley College.

### Erika Cummings

Daughter of Constance and David Cummings. Recipient of the Susan Lowe Modi Memorial Financial Aid Scholarship, the George and Mattie Newman Memorial Financial Aid Scholarship and the Elizabeth M. and William E. Cole Memorial Financial Aid Scholarship. She is currently attending the University of Oklahoma.

### Daniel Davis

Son of Charles and Elaine Davis. Recipient of the Dalton V. Killion Memorial Financial Aid Scholarship and the Brockman M. Moore Memorial Financial Aid Scholarship. He is currently attending Wheaton College.

### Emma Friedheim

Daughter of Julia Findlay and Daniel Friedheim Sr. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending the University of Virginia.



*This is my second year to receive AFSA scholarship aid. I am very grateful that AFSA and their generous donors continue to help me with the difficult task of paying for college.*

Shuang Li,  
University of Mary Washington

### Daniel Fritz

Son of Karl Fritz and Jennifer Grise. Recipient of the John Campbell White Financial Aid Scholarship, the Lawsuit Over The Movie, "Missing" Scholarship and the John Foster Dulles Memorial Financial Aid Scholarship. He is currently attending Bucknell University.

### Alexandra Garcia

Daughter of Kathleen and Rudolph Garcia. Recipient of the Jacq Bachman Siracusa Financial Aid Scholarship and the Robert and Evelyn Curtis Memorial Financial Aid Scholarship. She is currently attending Pikes Peak Community College.

### Caitlin Gilbertson

Daughter of Christopher and Lori Gilbertson. Recipient of the Anthony G. Freeman Memorial Financial Aid Scholarship, the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the Elizabeth N. Landeau Memorial Financial Aid Scholarship. She is currently attending the University of North Carolina at Wilmington.

### Jacob Gresham

Son of Janet and Perry Gresham. Recipient of the Gertrude Stewart Memorial Financial Aid Scholarship and the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. He is currently attending Fordham University.

### Morgan Groth

Son of Gregory Groth and Wendy Medhurst. Recipient of the David D. Newsom Memorial Financial Aid Scholarship and the Ruth Frost Hoyt Memorial Financial Aid Scholarship. He is currently attending Chandler Gilbert Community College.

### Charles Holtrop

Son of Daniel and Julie Holtrop. Recipient of the Suzanne Marie Collins Memorial Financial Aid Scholarship and the Landreth M. Harrison Memorial Financial Aid Scholarship. He is currently attending Calvin College.

### Ryan Hull

Son of Robert and Sandra Hull. Recipient of the Naomi Pekmezian Memorial Financial Aid Scholarship and the Brockman M. Moore Memorial Financial Aid Scholarship. He is currently attending the University of Florida.

### Alexandra Ike

Daughter of Nancy and Stephen Ike. Recipient of the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. She is currently attending Asbury University.

### Conor Ike

Son of Nancy and Stephen Ike. Recipient of the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. He is currently attending George Fox University.

## 2012-2013 AFSA Financial Aid Scholarship Recipients



*I'm only the second person in my extended family's history to be able to attend college. I owe this opportunity to pursue my dreams to AFSA and my scholarship donor.*

James Chambers, University of Tulsa

### Janelle Jorgensen

Daughter of Mark and Susan Jorgensen. Recipient of the Edward T. Wailes Memorial Financial Aid Scholarship and the Everett K. and Clara C. Melby Memorial Financial Aid Scholarship. She is currently attending Boston University.

### Alexander Julian

Son of Karen and Mark Julian. Recipient of the William Benton Memorial Financial Aid Scholarship, the George and Mattie Newman Memorial Financial Aid Scholarship and the Julius C. Holmes Memorial Financial Aid Scholarship. He is currently attending Brigham Young University, Idaho.

### James Julian

Son of Karen and Mark Julian. Recipient of the Colonel Richard R. Hallock Memorial Financial Aid Scholarship, the Jefferson Patterson Memorial Financial Aid Scholarship and the James Bolard More Memorial Financial Aid Scholarship. He is currently attending Brigham Young University, Idaho.

### Patrick Keaveny

Son of Martha and Michael Keaveny. Recipient of the Dorothy Osborne and Theodore Xanthaky Memorial Financial Aid Scholarship. He is currently attending Creighton University.

### Sarah Keverenge

Daughter of Winnifred Copeland and Wilson Keverenge. Recipient of the Selden Chapin Memorial Financial Aid Scholarship, the Harry A. Havens Memorial Financial Aid Scholarship and the Marc Grossman and Mildred

Patterson Financial Aid Scholarship. She is currently attending the University of South Florida at Tampa.

### Vanessa Keverenge

Daughter of Winnifred Copeland and Wilson Keverenge. Recipient of the Norton W. Bell Financial Aid Scholarship, the Brockman M. Moore Memorial Financial Aid Scholarship and the Clarke Winship Slade Memorial Financial Aid Scholarship. She is currently attending Mount Holyoke College.

### Alexandra Kula

Daughter of Toni Lynn Kula. Recipient of the Sheldon Whitehouse Memorial Financial Aid Scholarship, the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the Brockman M. Moore Memorial Financial Aid Scholarship. She is currently attending American University.

### Ashley Kula

Daughter of Toni Lynn Kula. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending American University.

### Castilleja Kuzis

Daughter of Karen Kuzis. Recipient of the Oliver Bishop Harriman Memorial Financial Aid Scholarship. She is currently attending Humboldt State University.

### Victoria Laney

Daughter of Bridget Tambe. Recipient of the George and Mattie Newman Memorial Financial Aid Scholarship and the Brockman

M. Moore Memorial Financial Aid Scholarship. She is currently attending Johns Hopkins University.

### Allison LaReau

Daughter of Cindy and Jeffrey LaReau. Recipient of the Rose Marie Asch Memorial Financial Aid Scholarship, the George and Mattie Newman Memorial Financial Aid Scholarship and the David K.E. Bruce Memorial Financial Aid Scholarship. She is currently attending Colorado Christian University.

### Shuang Li

Daughter of Guiping and Patrick Sheard. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending the University of Mary Washington.

### Ayele McCarthy

Son of Patricia McCarthy. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending Prince George's Community College.

### Esubalew McCarthy

Son of Patricia McCarthy. Recipient of the Gertrude Stewart Memorial Financial Aid Scholarship. He is currently attending Prince George's Community College.

### Christina McGuire

Daughter of John and Suzanne McGuire. Recipient of the Louis C. Boochever Memorial Financial Aid Scholarship, the Betty Carp Memorial Financial Aid Scholarship and the Wilbur J. Carr Memorial Financial Aid Scholarship. She is currently attending Connecticut College.

### Patrick McGuire

Son of John and Suzanne McGuire. Recipient of the Harriet C. Thurgood/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending Stanford University.

### Mariah McMackle

Daughter of Tracy McMackle. Recipient of the George and Mattie Newman Memorial Financial Aid Scholarship and the Brockman M. Moore Memorial Financial Aid Scholarship. She is currently attending Old Dominion University.

### Andrew McNeill

Son of Anne and David McNeill. Recipient of the Harriet Winsar Isom Financial Aid Scholarship, the Philip C. Habib Memorial Financial Aid Scholarship and the George and Mattie Newman Memorial Financial Aid Scholarship. He is currently attending Old Dominion University.

### Kyle McNeill

Son of Anne and David McNeill. Recipient of the John C. Whitehead Financial Aid Scholarship and the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. He is currently attending Radford University.

### Thomas McNeill

Son of Anne and David McNeill. Recipient of the Anthony G. Freeman Memorial Financial Aid Scholarship and the Louise Holscher Memorial Financial Aid Scholarship. He is currently attending James Madison University.

### Joshua Mines

Son of Cecile and Keith Mines. Recipient of the Albert E. Carter Memorial Financial Aid Scholarship, the Brockman M. Moore Memorial Financial Aid Scholarship and the Beirut Memorial Financial Aid Scholarship. He is currently attending SUNY Maritime College.

### Rachel Mines

Daughter of Cecile and Keith Mines. Recipient of the Harriet C. Thurgood/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending City College of New York.

### Ashton Omdahl

Son of Brent and Natasha Omdahl. Recipient of the William P. and

Adele Langston Rogers Memorial Financial Aid Scholarship, the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the George Shultz Financial Aid Scholarship. He is currently attending Brigham Young University.

### Jazmin Pajuelo

Daughter of Michelle Jennings and Mario Pajuelo. Recipient of the Virginia Thurgood Bingham/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending Montgomery College.

### Jordan Palmer

Son of Susan Gonzalez Baker and Paul Palmer. Recipient of the John and Hope Rogers Bastek Memorial Financial Aid Scholarship, the George and Mattie Newman Memorial Financial Aid Scholarship and the Martin G. Patterson Memorial Financial Aid Scholarship. He is currently attending Texas Tech University.

### Paul Palmer

Son of Susan Gonzalez Baker and Paul Palmer. Recipient of the Public Members of the Foreign Service Scholarship. He is currently attending University of Texas at Austin.

### Alvaro Pareja

Son of Javier and Lucy Pareja. Recipient of the Harriet C. Thurgood/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending Florida International University at Biscayne Bay.



*With the help of this scholarship I am ever closer to a life of higher responsibility, greater independence and fresh adventures. I thank AFSA and my scholarship donor for this.*

Morgan Wilbur, Wheaton College

### Caroline Perkinson

Daughter of Jeff and Laurel Perkinson. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending Davidson College.

### Zoe Rayner

Daughter of Patricia Hill and Randall Rayner. Recipient of the Harriet P. Culley Memorial Financial Aid Scholarship and the Robert Woods Bliss Memorial Financial Aid Scholarship. She is currently attending American University, Rome.

### Caitlin Sneff-Nuckles

Daughter of John Nuckles and Wendy Sneff. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending George Mason University.

### Thomas Strandemo

Son of Guy and Kimberly Strandemo. Recipient of the John and Alice Hubler Financial Aid Scholarship and the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. He is currently attending the University of Louisiana-Lafayette.

### David Stuart

Son of Steven Stuart and Ellen Wilson. Recipient of the Lowell C. Pinkerton Memorial Financial Aid Scholarship. He is currently attending Illinois Institute of Technology.

### Lillian Stuart

Daughter of Steven Stuart and Ellen Wilson. Recipient of the C.



*It is always wonderful to know that there are people out there who are invested in seeing me succeed. This scholarship will no doubt help my family and me pay for my college tuition*

Erika Barnes, Washington State University

Montagu and Frances M. Pigott Memorial Financial Aid Scholarship. She is currently attending Wellesley College.

### David Sydney

Son of Dawn Lewis-Johnson and Roger Sydney. Recipient of the AAFSW Financial Aid Scholarship and the Gertrude Stewart Memorial Financial Aid Scholarship. He is currently attending the University of Texas at Dallas.

### Samuel Sydney

Son of Dawn Lewis-Johnson and Roger Sydney. Recipient of the Vietnam Financial Aid Scholarship, the Wilbur J. Carr Memorial Financial Aid Scholarship and the Howard Fyfe Memorial Financial Aid Scholarship. He is currently attending Texas Tech University.

### Abigail Taylor

Daughter of Lisa and Matthew Taylor. Recipient of the Brockman M. Moore Memorial Financial Aid Scholarship. She is currently attending Madison Area Technical College.

### Alexander Taylor

Son of Lisa and Matthew Taylor. Recipient of the George and Mattie Newman Memorial Financial Aid Scholarship. He is currently attending the University of Wisconsin at Whitewater.

### Christopher Volciak Jr.

Son of Christopher, Sr. and Sabrina Volciak. Recipient of the George and Mattie Newman Memorial Financial Aid Scholarship. He is currently attending Lehigh University.

### Gareth Walsh

Son of Charles and Mary Walsh. Recipient of the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship and the Brockman M. Moore Memorial Financial Aid Scholarship. He is currently attending the University of Chicago.

### Morgan Wilbur

Son of Allison and Richard Wilbur. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. He is currently attending Wheaton College.

### Hannah Wolff

Daughter of Eric and Kathleen Wolff. Recipient of the Heyward G. Hill Memorial/DACOR Bacon House Foundation Financial Aid Scholarship. She is currently attending Hillsdale College.

### Timothy Wolff

Son of Eric and Kathleen Wolff. Recipient of the Victor H. Memorial and Ruth Nay Skiles Financial Aid Scholarship and the Dorothy Osborne and Theodore Xanthaky Memorial Financial Aid Scholarship. He is currently attending Columbia International University.

### Bonnie Zix

Daughter of Elizabeth and James Zix. Recipient of the Barbara Bell Black Memorial Financial Aid Scholarship and the Elbert G. and Naomi M. Mathews Memorial Financial Aid Scholarship. She is currently attending York College of Pennsylvania. ■

## AFSA Recognizes Sen. Richard Lugar for Support of FS

On Nov. 28, Senator Richard Lugar, R-Ind., was honored at a small luncheon at AFSA headquarters. The association presented him with a plaque in appreciation for his steadfast support of the Foreign Service and for bipartisanship in our foreign policy.

Senator Lugar, who is the senior Republican on the Senate Foreign Relations Committee and former committee chairman, is leaving the Senate after 36 years of public service, during which time he became nationally known as a leader in for-



eign affairs issues. He was awarded AFSA's Lifetime Contributions to American Diplomacy Award in 2005. ■

Above, left to right: AFSA Governing Board member Mary Ellen Gilroy, Amb. Margaret Scobey, AFSA Governing Board member Keith Curtis, AFSA Executive Director Ian Houston, Sen. Richard Lugar, Amb.

Bill Harrop, AFSA President Susan Johnson, Amb. Frank Almaguer, Amb. Thomas Boyatt and Amb. Charles Ford.

DONNA AYERST

*GLIFAA. Continued from page 43*

Counselor and Chief of Staff Cheryl Mills, USAID Deputy Administrator Donald Steinberg and GLIFAA President Ken Kero-Mentz delivered remarks. Congressman David Cicilline, D-RI, GLIFAA co-founder David Buss and Deputy Assistant Secretary Daniel Baer also participated in the program.

A brief personal history of what it meant to be gay in the Foreign Service, knowing you could be fired at any moment for who you loved, came from David Buss, GLIFAA's co-founder. He ended the program on a poignant note, "I can't believe that we are here in this room, 20 years after we got together for brunch and founded GLIFAA. It's an unbelievable feeling." ■



Top, Left to Right: Chief of Staff Cheryl Mills, GLIFAA President Ken Kero-Mentz, USAID Deputy Administrator Donald Steinberg and Deputy Assistant Secretary Daniel Baer listen as Secretary Hillary Rodham Clinton addresses the audience.



Bottom, Left to Right: AFSA State VP Daniel Hirsch and AFSA President Susan Johnson congratulate GLIFAA co-founder David Buss on the organization's 20 years of successful advocacy.

PHOTOS BY DONNA AYERST

## AFSA Presents “ARGO” and its Heroes to a Full House

BY DONNA AYERST, AFSA NEWS EDITOR

Despite a chilly Dec. 13th evening, people arrived at the AMC Theater in Georgetown well in advance of the 7:00 p.m. screening of the Golden Globe Best Picture nominated film, “ARGO.”

The film is based on the book, *ARGO, How the CIA and Hollywood Pulled Off the Most Audacious Rescue in History*, by Antonio Mendez and Matt Baglio, Viking, 2012.

An AFSA special event, the movie was offered free of charge to members and their guests. With all seats spoken for in advance, it seemed everyone wanted to catch a glimpse of the stars.

Only this time, the stars were the real-life people who are represented in the film—the people who had endured the events of Nov. 4, 1979 when Iranian militants seized our embassy in Tehran and all of the Foreign Service employees in it. All, except for six Americans, and that is where the story begins.

Ben Affleck, Hollywood director and star, does a good job of portraying Tony Mendez, the CIA agent whose job it was to come up with a plan to rescue the six. But on Dec. 13, 2012, Tony Mendez, the former CIA agent speaking before the crowd of more than 270, did it better.

As a member of the audience, it was hard to believe that Tony, along with Ambassador John Limbert—a hostage for 444 days—and



Kathy Stafford and Bob Anders—two of the six offered refuge in Tehran by the Canadian ambassador—had endured such a historic and life-threatening situation.

As the lights came up at the end of the film, Tony and the others made their way to the stage to a standing

ovation from the audience. The panel's recounting of the events were every bit as tense as the movie, which—despite the dramatic license taken by the director—was said to be a “fairly accurate portrayal.”

Amb. Limbert verified the mock execution portrayed in the film; he was one of those with a hood over his head as the rifles clicked. As horrible as that scene was—both in the movie and in real-life—he reminded us, “We have Abu Ghraib, we know what people can do.”

Top: Tony Mendez, center, gets a standing ovation. Center: Amb. John Limbert introduces Tony Mendez (center), as Kathy Stafford and Bob Anders look on. Bottom: AFSA Governing Board members, Keith Curtis (left), and Francisco Zamora (right), greet Tony Mendez.

The embassy's young Marines were hailed as heroes for having the strength to follow the command, “Do not fire. If you shoot anyone today, we will all be killed.”

Many questions from the audience ensued. One particular question sums up the resolve of members of the Foreign Service, “How did this experience affect your career?” Bob Anders answered by saying, “Well, it is all part of the job. You carry on and see what comes next down the road.”

Or as Tony put it, “We are the ones that mind the crops, and there are some good crops to grow. We need to be on the ground to talk face-to-face with people.” ■

PHOTOS BY DONNA AYERST

## Secretary of State Awards Recognize Overseas Volunteers

BY GABRIELLE HAMPSON, FAMILY LIAISON OFFICE COMMUNICATIONS & OUTREACH OFFICER

On Dec. 4, the Associates of the American Foreign Service Worldwide honored six FS volunteers with the 2012 Secretary of State Award for Outstanding Volunteerism Abroad at a ceremony at the State Department. They are:

### **Bureau of African Affairs: Karl P. Deringer, Kigali**

Within days of his arrival at post, Karl Deringer, an Eligible Family Member, was inspired by the community in the nearby village of Bwiza. He worked tirelessly to help the villagers—a socially marginalized ethnic group who are descendants of Pygmies—become food secure by developing income-generating skills. Karl helped them to establish water collection systems and agricultural terraces while teaching new crop planting techniques, raising rabbits and first-aid.

### **Bureau of East Asian and Pacific Affairs: Cassandra D. Brenn, Hanoi**

In response to growing demand among Vietnamese students for opportunities to learn English, Cassandra Brenn, an EFM, donated her time to organize and lead a regular series of “Conversation Hours” at the American Center in Hanoi. She created a weekly “Culture Connection Series” covering American culture, government, politics



Left to Right: Dr. Charles E. Wright, New Delhi; Tom Gallagher, retired FSO, winner of the 2012 Eleanor Dodson Tragen Award; Jan Cote-Cartwright, Tel Aviv; Elizabeth Joy Shaffer, Skopje; Deputy Secretary of State William J. Burns; Cassandra D. Brenn, Hanoi; Amy Zimmerman, Brasilia; Karl P. Deringer, Kigali; and Debbi Miller, AAFSW volunteer and winner of the 2012 Lesley Dorman Award.

and history. and contributed articles on Vietnamese culture for the post newsletter. Her volunteer efforts furthered cultural exchanges and strengthened relations between the two countries.

### **Bureau of European and Eurasian Affairs: Elizabeth Joy Shaffer, Skopje**

Elizabeth Shaffer, an EFM, used her professional skills as an occupational therapist to raise awareness of autism spectrum disorders by providing resources and tools to aid Macedonian children. She designed a public awareness campaign on the importance of early detection and intervention, organized the country’s first autism awareness symposium, worked to build the resources of local organizations and helped several schools and private centers acquire specialized sensory motor equipment.

### **Bureau of Near Eastern Affairs: Jan Cote-Cartwright, Tel Aviv**

Shortly after arriving at post, Information Management Specialist Jan Cote-Cartwright sought out volunteer opportunities. She served as the embassy’s Federal Women’s Program Coordinator and volunteered to assist the Trafficking in Persons portfolio. To raise awareness of the TIP shelters, she collected donations of much-needed household items and established and equipped sewing centers in three of the shelters to provide an income-generating skill to the residents. Her efforts inspired others to get involved.

### **Bureau of South and Central Asian Affairs: Charles E. Wright, New Delhi**

As Regional Medical

Officer, Dr. Wright combined his professional skills and personal engagement style by dedicating his free time to benefit the urban poor in New Delhi. He established a medical clinic for patients in need; created a community health program to eradicate anemia in schoolchildren and lobbied national authorities and organizations to address malnutrition; formed a group of doctors to teach trauma care; and mentored the high school medical club, SCRUBS.

### **Bureau of Western Hemisphere Affairs: Amy L. Zimmerman, Brasilia**

Amy Zimmerman, an EFM, brought nourishment and education to disadvantaged children in Greater Brasilia through her program Project T.E.A.C.H., which translates into bringing education, nourishment and hope. She

recruited more than 40 volunteers from five countries to share their experiences in teaching, literacy, art, music and physical education. The volunteers also provided fresh food for the school meals and established a functional library.

The following awards were also presented:

### The 2012 Eleanor Dodson Tragen Award

To retired Foreign Service officer Tom Gallagher for his contributions to the well-being of FS employees and families.

### The 2012 Lesley Dorman Award

To Debbi Miller for her outstanding service to AAFSW and the Foreign Service community.

SOSA recipients receive airfare to Washington, \$2,500, a pin and a certificate signed by the Secretary of State.

Since its inception more than 20 years ago, SOSA has recognized more than 400 nominees for their outstanding volunteer service in more than 130 countries around the world. SOSA is administered by the Associates of the American Foreign Service Worldwide, the non-profit organization supporting Foreign Service family members.

To learn more about AAFSW and SOSA, please visit [www.aafsw.org/awards-scholarships/sosa/sosa-the-2012-winners](http://www.aafsw.org/awards-scholarships/sosa/sosa-the-2012-winners). ■

## Dissent: About National Interest, Not Individual World Views

BY SUSAN JOHNSON, AFSA PRESIDENT

AFSA Dissent Awards recognize Foreign Service personnel who offer constructive criticism and alternative policy and management options. AFSA is proud to honor constructive dissent and the ability to express it appropriately. It takes courage to dissent and it is important that the leadership and culture of any organization provide the space for individual members to do so.

Constructive and well-reasoned dissent is rooted in our fundamental national values. Ambassador Thomas Boyatt, a former AFSA President, has summed it up well, "Dissent is about the national interest, not about individual world views."

AFSA honors and seeks to promote a culture that not only tolerates, but encourages informed, thoughtful, professional, and principled argument over varied issues. We do it through our Rivkin, Harriman and Herter Dissent Awards, recognizing significant constructive dissent providing well-reasoned alternative approaches to both policy and implementation strategies.

Each year within the ranks of the Foreign Service, some of us voice constructive dissent about policy or policy implementation. Too often, far too few of us hear about it and too much courageous dissent is not recognized. What distinguishes the pro-

fessional is the willingness to speak out after careful study and reflection, if one is convinced of the value and importance of changing course or to an alternative policy.

We invite you to nominate a colleague who has voiced dissent courageously and professionally for one of the AFSA dissent awards. Award categories are found at [www.afsa.org/awards](http://www.afsa.org/awards). Though we encourage nominations year round, the deadline for the 2013 Awards Ceremony is February 28th. Please send your nominations to Perri Green at [green@afsa.org](mailto:green@afsa.org). ■

## Recognize Exemplary Performance

BY PERRI GREEN, AFSA COORDINATOR, SPECIAL AWARDS AND OUTREACH

Don't let this year pass without submitting a nomination for an AFSA Performance Award. We know you know someone at post making a positive difference.

AFSA offers three annual awards for exemplary performance of assigned or voluntary duties at an overseas post:

- The Nelson B. Delevan Award: for a Foreign Service office management specialist who has made a significant contribution to post or office

effectiveness and morale beyond the framework of his/her job responsibilities.

- The M. Juanita Guess Award: for a community liaison office coordinator who has demonstrated outstanding leadership, dedication, initiative or imagination in assisting official Americans serving at an overseas post.
- The Avis Bohlen Award: for a Foreign Service eligible family member whose relations with the American and foreign communities at

post have done the most to advance the interests of the United States.

Winners receive a cash prize of \$2,500 and will be honored at a ceremony in late June in the Benjamin Franklin Room at the State Department.

Information on nomination procedures and guidelines can be found at [www.afsa.org/awards](http://www.afsa.org/awards). The deadline for submitting nominations for all of the awards is February 28, 2013. ■

## ACTIVE AFTER ACTIVE-DUTY:

## A Bengali Woman's Art: Cause for Liberation

BY LEONARD HILL, FOREIGN SERVICE RETIRED

When I retired from the Foreign Service in 2008, my wife, Cathy Stevulak, and I had ideas about what the future held. Something with an international focus, to be sure. We were open to a lot of possibilities, but never thought we would be where we are today: immersed in making a documentary film about a Bangladeshi Muslim woman who overcomes social and economic hardships and liberates herself and hundreds of other women by creating timeless works of art.

Cathy and I first saw Surayia Rahman's artwork when we were posted in Dhaka. Like many, we admired the range of subjects and the fine execution of her "*nakshi kantha*" tapestries. These told vivid stories of the lives of village women, the British Raj, and illustrated works of the great Bengali poets. Inspired by a household tradition of Bengal involving quilting and embroidery, called *kantha*,

In Dhaka's vibrant visual arts scene her work stood out, not because of promotion or hype, but because of its clarity of vision and quality. When a mutual friend offered to introduce Cathy to Surayia she jumped at the chance. We were both struck by Surayia's quiet dignity and commitment to excellence.

We were not surprised



Surayia Rahman, center, with some of the women she has mentored and worked with for more than 25 years. These formerly destitute single mothers now own land in their own names and have sent their children to college as a result of the art they created with Surayia.

to learn—much later, for Surayia was too modest to tell us this herself—that her work was in museums as well as royal, official and private collections around the world.

We kept in touch with Surayia after leaving Dhaka. Knowing that all of her immediate family had immigrated to Canada, we commissioned a piece from her and donated it to the Textile Museum in Toronto. A few years later she sent us one of the last pieces she worked on before health problems ended her ability.

At that point our involvement in Surayia's life probably would have faded, had I not taken a WAE assignment in Halifax. An art professor there who was familiar with Surayia's work suggested that Cathy do something to document the stories of

these elaborate embroidered artworks before Surayia died.

The idea kept tugging at us, and we knew we did not have a lot of time to decide if we should start filming or not. "How hard," we asked each other, "could making a documentary film about Surayia and her art be?"

Three years later, with multiple filming sessions in Bangladesh and Canada behind us, we have a better answer to that question. I still take When Actually Employed assignments, but work on the film has become an unexpected full time job for both of us. Neither of us are film school graduates, but we have brought to the project experience and skills learned during our first careers. We have also met a lot of interesting new people, many of

whom have mentored us as we have learned how to get around in a new and unfamiliar landscape, culture and language—not unlike landing at a new post.

Most importantly, we have been able to delve deeper into Surayia's remarkable story and learn more about the hundreds of destitute young women who found a path to economic self-sufficiency for themselves and their families through their exquisite work and their dedication to art.

Telling the story of Surayia and the women who worked with her, and being able to bring the art they created to a wider audience, is not at all what Cathy and I expected to be doing now. But, like our time in the Foreign Service, we would not trade the experience for anything. ■

## References:

Film Web site, which has a four-minute trailer for the film: [kanthathreads.com](http://kanthathreads.com)  
International Documentary Association (a 501(c)3 nonprofit) page for the film: [www.documentary.org/community/sponsorship/donate?film\\_id=3732](http://www.documentary.org/community/sponsorship/donate?film_id=3732)

Surayia's work at the Textile Museum of Canada: [www.textilemuseum.ca/apps/index.cfm?page=collection\\_detail&catid=14041&row=1](http://www.textilemuseum.ca/apps/index.cfm?page=collection_detail&catid=14041&row=1)

Article about Surayia in *Hand/Eye Magazine*: <http://handeyemagazine.com/content/accidental-saint>

## ACTIVE AFTER ACTIVE-DUTY

## Carolina Friends of the FS Hold Climate Change Talk

On Oct. 25, the Carolina Friends of the Foreign Service held their quarterly luncheon at the Chapel Hill Country Club, Chapel Hill, N.C.

This year's theme, global energy, was addressed by Professor Francis Koster, who spoke on global climate change and its

impact on geo politics. Fifty-five members and guests were in attendance.

The CFFS is a social organization of 155 members of mostly retired U.S. government employees from the foreign affairs community, including State, the Department of Defense, the Central Intelligence Agency, the U.S. Agency for International Development and the Peace Corps. Also included are members from the U.S. international business sector living in North Carolina's research triangle area of Raleigh, Durham and Chapel Hill.

Former diplomats in residence served in the same capacity and were responsible for the same portfolio for many of the schools in the Southeast. They all had offices at both Duke University and the University of North Carolina at



North Carolina diplomats-in-residence attend the October luncheon of the Carolina Friends of the Foreign Service held at the Chapel Hill Country Club in Chapel Hill, N.C. Pictured (left to right) are former DIR Bill Lucas, Amb. Brenda Schoonover, Amb. David Litt and current DIR, Julie Ruterbories.

Chapel Hill. Ms. Julie Ruterbories also has offices at Duke and Carolina and travels to schools in several Southern states.

Ms. Ruterbories will be presenting the next talk to the members of the Carolina Friends of the Foreign Service at the University Club at North Carolina State University in Raleigh, N.C., on Friday, Jan. 18. Her topic will focus on how The Netherlands is preparing to meet the challenges of the expected rise in sea levels.

Ruterbories' last assignment was as the U.S. consul general in Amsterdam. To contact Julie, her e-mail address is [ruterboriesja@state.gov](mailto:ruterboriesja@state.gov). ■

## The J. Kirby Simon Foreign Service Trust Invites Project Proposals

The J. Kirby Simon Foreign Service Trust is a charitable fund established in the memory of J. Kirby Simon, a Foreign Service officer who died in 1995 while serving in Taiwan. The Trust is committed to expanding the opportunities for professional fulfillment and community service of active Foreign Service officers and specialists and their families.

The principal activity of the Trust is to support projects that are initiated and carried out, on an entirely unofficial, voluntary basis, by Foreign Service personnel or members of their families, wherever located. The Trust will also consider projects of the same nature proposed by other U.S. Government employees or members of their families, regardless of nationality, who are located at American diplomatic posts abroad. Only the foregoing persons are eligible applicants.

In 2012 the Trust made its sixteenth round of grant awards, approving a total of 54 grants that ranged from \$600 to \$3000 (averaging \$2052), for a total of \$110,785. These grants support the involvement of Foreign Service personnel in the projects described in the Trust announcement entitled Grants Awarded in 2012 and available at [\[trust.org\]\(http://trust.org\).](http://www.kirbysimon-</a></p>
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The Trust now invites the submission of proposals for support in 2013.

A proposal should include a description of the project, its aims and the role to be played by the applicant(s); a preliminary plan for disseminating the results of the project; a budget; other available funding, if any; and a brief biography of the applicant(s).

Proposals should be no longer than five double-spaced pages (exclusive of budget and biographical material). Please follow the application format available at [www.kirbysimontrust.org/format\\_for\\_proposals.html](http://www.kirbysimontrust.org/format_for_proposals.html) or by communicating with the Trust (see below).

Proposals for projects to be funded during calendar year 2013 must be received by the Trust no later than March 1, 2013.

Proposals can be submitted by mail, by fax or (preferably) by e-mail to:

J. Kirby Simon Foreign Service Trust  
93 Edgehill Road  
New Haven, CT 06511  
FAX: (203) 432-8095

E-mail: Send to both [info@kirbysimontrust.org](mailto:info@kirbysimontrust.org) and [john.simon@yale.edu](mailto:john.simon@yale.edu).

Further information about the Trust can be found at [www.kirbysimontrust.org](http://www.kirbysimontrust.org). ■

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**BOOK NOTES PROGRAM:**

**Nicholas Kralev Introduces “America’s Other Army”**

BY EMILY A. HAWLEY, AFSA STAFF

On Oct. 22, AFSA’s Book Notes program presented author Nicholas Kralev and his new book, *America’s Other Army*, self published. The book tells the stories of American diplomats the how their work affects millions of people in the United States and around the world.

Kralev’s book was published shortly after the Benghazi terrorist attack and is a timely reminder of the dangers Foreign Service employees face while serving our nation.

Although not a Foreign Service officer himself, Kralev is well experienced in foreign affairs matters, both as a journalist covering the State Department for the *Financial Times* and *Washington Times*, and as an eye witness to the final days of the Cold War in Bulgaria, his native country. In the course of writing his book, he visited many foreign and American embassies for his research.

*America’s Other Army* provides a vibrant and accurate description of what U.S. diplomats must do to advance American interests while carrying out its foreign policy.

Kralev’s book underscores the idea that for the United States to be safe and secure, the whole world must be safe



Author Nicholas Kralev presents his book, “America’s Other Army,” which focuses on the work of Foreign Service employees.

and secure. “Diplomats work to meld our myopic present needs with a more peaceful and prosperous future in an interconnected world,” believes Kralev.

The book provides readers with an opportunity to better understand the demanding and difficult role members of the Foreign Service must face, especially during this particularly tumultuous time in the Middle East and elsewhere.

A lively discussion with the audience—comprised of mostly FSOs, both active-duty and retired—followed. After much debate, Kralev asked, “Does anything in the Foreign Service need to change?” A resounding “Yes” chorused throughout the room.

The event ended the third year of the popular Book Notes series, which presents books of interest to the Foreign Service community. ■

DONNA AVERIST

## Senior Living Foundation: Supporting Retired FS Members

BY PAULA S. JAKUB, EXECUTIVE DIRECTOR OF THE SENIOR LIVING FOUNDATION

More than twenty years ago a small group of compassionate and farsighted Foreign Service officers founded the Senior Living Foundation of the American Foreign Service.

Its objective was at once simple and profound: to support retired members of the Foreign Service and their spouses, including those divorced and separated, who had become unable to manage the financial, physical and mental challenges of life during their later years. From this modest beginning, the SLF has built a proud tradition of "taking care of our own."

### SUPPORTING FS RETIREES

The Senior Living Foundation today supports the

needs of many in our retired Foreign Service family. The Foundation provides over \$250,000 in grants each year to help our colleagues meet their challenges. The SLF provides support for people in senior living facilities, helps with medical and prescription copayments, provides basic living expenses and transportation to medical appointments. The SLF has a wonderful social worker who provides support to our clients and both guides them and assures them that the Foundation stands ready to help. The SLF often sends care managers to our clients' homes to evaluate their conditions so we can address all of their needs. The SLF keeps each case confidential to uphold the privacy and dignity of our retired colleagues.

### MAKING A DIFFERENCE

The SLF Board of Directors is devoted to making a difference for our retired colleagues. The Board is also committed to positioning the Foundation so that it can support retirees in the future who face trouble as a result of changed retirement plans or a troubled economy.

### YOUR SUPPORT MAKES IT HAPPEN

The Senior Living Foundation can only accomplish its mission thanks to your support. The SLF receives hundreds of donations each year from the larger Foreign Service family. The SLF is a 501(c)(3) charitable organization. Donations can be made by check, money order,

Combined Federal Campaign (#40530) or credit card via our Web site at [www.SLFoundation.org](http://www.SLFoundation.org).

The SLF has also greatly benefitted from colleagues by Bequests or Charitable Remainder Trusts. Donations to the SLF are proof that today's officers and retirees are committed to our predecessors, peers and friends who face challenges after their honorable service to our nation.

The Senior Living Foundation needs your sustained support. Our colleagues and their families served our country with you. They now need your support to cope with life's changes with peace of mind, dignity and security. That is the definition of "taking care of our own." ■

### NEWS BRIEF

#### Merit Judge Volunteers Wanted

AFSA is looking for members in the D.C. area to judge the high school seniors' academic or art applications for AFSA's Merit Awards. Judging will take place in February or March. You should be comfortable with a computer and have ten to 15 hours over a two-week period to serve. Judging of art submissions will take place in early February, followed by academic judging in early March. An orientation session on how to use the online scoring system is offered. A final panel meeting at AFSA will be scheduled to select winners and finalists. For more information, please contact Lori Dec, AFSA scholarship director, at [dec@afsa.org](mailto:dec@afsa.org) or (202) 944-5504.

### NEWS BRIEF

#### Nominate a Deserving Colleague for an AFSA Dissent Award

For more than 40 years AFSA has sponsored the Dissent Award program to recognize and encourage constructive dissent and risk-taking in the Foreign Service. This is unique within the U.S. Government.

Four awards are offered: The F. Allen "Tex" Harris the W. Averell Harriman Award, the William R. Rivkin Award and the Christian A. Herter Award.

Deadline for the 2013 Dissent Awards is Feb. 28. For more information or questions, please contact Perri Green, AFSA Coordinator for Special Awards and Outreach, at [green@afsa.org](mailto:green@afsa.org) or (202) 719-9700.

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AFSA NEWS

NEWS BRIEF

**“Active After Active-Duty” Joins AFSA News**

AFSA News invites retirees to submit articles on how you are staying active after active-duty. Whether you have picked up a new skill, climbed Kilimanjaro, have finally written the novel you always said you wanted to write or enjoy the company of fellow retired diplomats for lunch or a seminar, we would like to hear from you.

Photos are most welcome as long as they are high resolution digital images at 300 dpi. Please do not send scanned images.

All submissions will be edited and there is no guarantee they will be published. If your piece is timely, please take note that our production schedule has us working two months in advance of publication date.

For an example of what we are looking for, please turn to pages 54 & 55 for our first “Active After Active Duty” columns.

Please contact AFSA News Editor Donna Ayerst at [ayerst@afsa.org](mailto:ayerst@afsa.org) for any questions you may have.

NEWS BRIEF

**AFSA Welcomes New Staff Member**

AFSA is pleased to welcome Chioma Dike as our new labor management assistant. She will be working out of AFSA headquarters and at USAID.

Chioma is a Washington, D.C. native with Nigerian roots—both of her parents are from that country.

She graduated from Howard University with a degree in political science and psychology. She earned her Master’s degree in international relations and human rights at Roehampton University in London.

Chioma’s goal for the future is to go to law school and major in women’s rights. She can be reached at [cdike@afsa.org](mailto:cdike@afsa.org) or (202) 712-1941.

## NEWS BRIEF

**Is Retirement More Than Ten Years Away?**

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HOW TO APPLY: Department of State employees should submit an online application to attend a workshop at [www.state.gov/m/fsi/tc/c6958.htm](http://www.state.gov/m/fsi/tc/c6958.htm).

Spouses/partners are welcome to attend RV 105 on a space available basis. To register your DoS spouse or partner, please call the FSI/Transition Center's Career Transition Center at (703) 302-7407 or send an email to [stanleygm@state.gov](mailto:stanleygm@state.gov) with spouse or partner's name, e-mail address and phone number. Confirmation of space available is sent to spouses/partners two weeks prior to the course.

Non-State employees and spouses/partners should submit a funded SF-182 training form to the Office of the Registrar, fax 703-302-7152. The FY13 non-State tuition rate is \$330.

For more information visit the Transition Center's Career Transition Center at [www.state.gov/m/fsi/tc/c6958.htm](http://www.state.gov/m/fsi/tc/c6958.htm), call us at (703) 302-7407 or e-mail us at [FSICTC@state.gov](mailto:FSICTC@state.gov).

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Web site: www.globaltaxconsult.com

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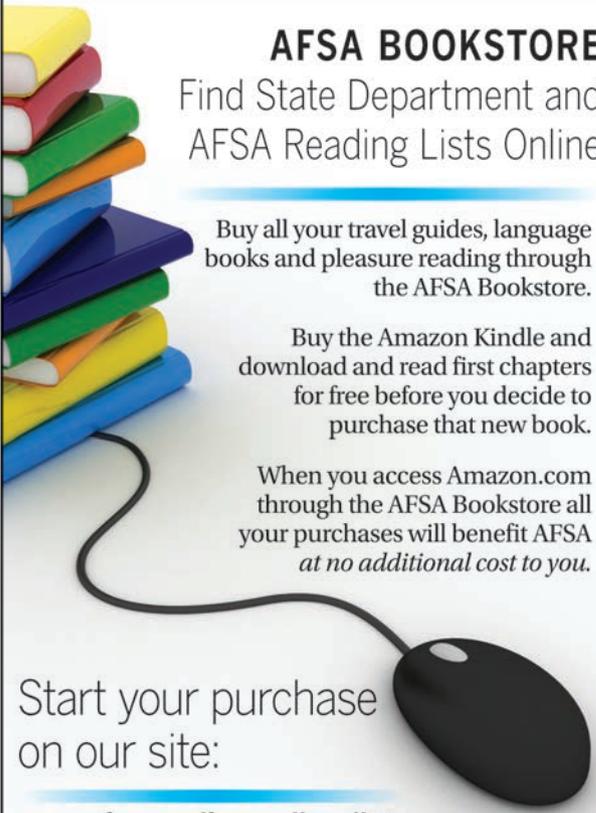
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took this picture of a young Yemeni boy from the al-Ahmar tribe in Sanaa in October 2012. Behind him, his father and older brother are dressed in the same traditional attire. The long robe is more common in the north, and the jambia (dagger) is as essential to the costume as a sporran is to a kilt in Scotland.

Worn in the city and throughout much of the country by street peddlers and cabinet ministers alike, the jambia is a symbol of identity that is rarely actually used. ■

---

*Joanne Cummings is deputy political/economic officer in Sanaa.*

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