

African Relief Update

TOTAL U.S. FOOD AID TO AFRICAN DROUGHT-AFFECTED COUNTRIES

Total U.S. emergency food aid for Africa so far this fiscal year, which began Oct. 1, is 1,841,298 metric tons, valued at \$782.470 million. When added to the regular P.L. 480 food programs, 3,228,095 metric tons of food, valued at 1,124.605 million, have been approved for sub-Saharan Africa.

FY 85 U.S. EMERGENCY FOOD APPROVALS

Country	Tonnage (metric tons)	Value (In millions)
Angola	15,558	7.843
Benin	55	.046
Botswana	4,775	2.735
Burkina Faso	47,716	22.317
Cameroon	8,898	5.633
Cape Verde	730	.595
Chad	61,820	40.144
Equatorial Guinea	380	.317
Ethiopia	450,352	228.344
Ethiopian Refugees	115,869	47.313
Gambia	6,245	2.935
Ghana	9,202	6.892
Guinea	1,000	.835
Guinea Bissau	3,103	.782
Kenya	107,903	30.233
Lesotho	8,730	3.127
Mali	66,099	29.779
Mauritania	25,463	21.436
Mozambique	64,911	23.847
Niger	140,783	60.280
Rwanda	9,568	4.033
Sao Tome	64	.053
Senegal	14,931	3.603
Somalia	46,894	23.224
Sudan	601,383	201.475
Tanzania	20,866	11.282
Zaire	3,865	1.186
Zimbabwe	4,135	2.181
TOTAL:	1,841,298	\$782.470

OFDA ASSISTANCE

To date, the Office of U.S. Foreign Disaster Assistance has provided the following aid to Africa (dollar amount reflects value of assistance):

BURKINA FASO \$1,695,907
UNICEF, CARE and Africare for emergency food programs. Water pumps, pipe, spillway, and air freight.

CHAD \$3,421,750
Africare, CARE and IHAP emergency program. CDC health team and HHS immunization program and sanitary engineer. Transport of plastic sheeting and rice seed.

ETHIOPIA \$32,222,965
CARE, CRS, WVRO, UNICEF, ADRA, Africare, Save the Children, Food for the Hungry, American Jewish Joint Distribution Committee for emergency food, medical supplies, inland transport, feeding center support and water drilling program. TransAmerica airlift. UNDR0 food monitoring program. General emergency supplies (tents, blankets, plastic sheeting, water tanks).

ETHIOPIAN REFUGEES \$17,933,396
LWR and Mercy Corps Int'l for the local purchase of food, truck leasing and purchasing.

GUINEA \$15,180
CDC pre-disaster nutrition assessment.

MALI \$3,241,036
Logistics assessment, CARE food program and CDC medical team and supplies. DoD airlift of relief supplies and emergency river crossing operations.

MAURITANIA \$803,000
WHO airlift of medical kits and six water trucks.

MOZAMBIQUE \$125,865
Airlift of 15,000 blankets.

NIGER \$824,595
AID, CARE, and local food, relief and inland transport program. CDC nutrition assessment. Africare well drilling and relief supplies. DoD airlift of relief supplies.

SOMALIA \$147,376
Local purchase of food, inland transport and airlift of medical and relief supplies. DoD medical team for cholera.

SUDAN \$15,030,947
UNICEF water project, Lalamba Corant internal transport, Helen Keller blindness prevention program, DoD airlift and medical team. 10 GE locomotives/spare parts. Medical supplies and transport, water tanks, blankets, plastic sheeting and food monitors, railway repair equipment rental.

ZAMBIA \$2,000,000
Jute grain bags for maize harvest.

AFRICA REGIONAL \$5,958,628
WASH water technical assistance, railroad expert, World Food Program and OEOA food aid logistics support, food assessment grants.

FRONT LINES

THE AGENCY FOR INTERNATIONAL DEVELOPMENT

SEPTEMBER 1985

"the front lines" of a long twilight struggle for freedom — John F. Kennedy

PN-ACZ-522



FAMINE RELIEF UPDATE

Agency Funds Field Trials for Vaccines

Child Survival Projects Start

Agency Funds Field Trials for Vaccines

Oral Treatment to Fight Cholera

Cholera: The very word strikes fear into the minds of anyone who has lived through or heard about the cholera epidemics that swept through Asia, Europe and even America over the last century.

Today cholera, a particularly strong and contagious type of diarrhea, still claims hundreds of thousands of lives every year in developing countries.

Because AID-financed vaccines are now undergoing field trials, the ancient scourge may soon be controlled.

"This vaccine would be an important step forward," says Dr. Kenneth Bart, Agency director for health. "Today, with oral rehydration therapy, we can prevent death from dehydration. With an effective cholera vaccine, we can actually prevent one of the major causes of diarrheal disease."

The field trials are being conducted among about 100,000 people in the Matlab district of Bangladesh by the International Center for Diarrheal Disease Research. AID has provided much of the center's funds since its program started in the late 1950s.

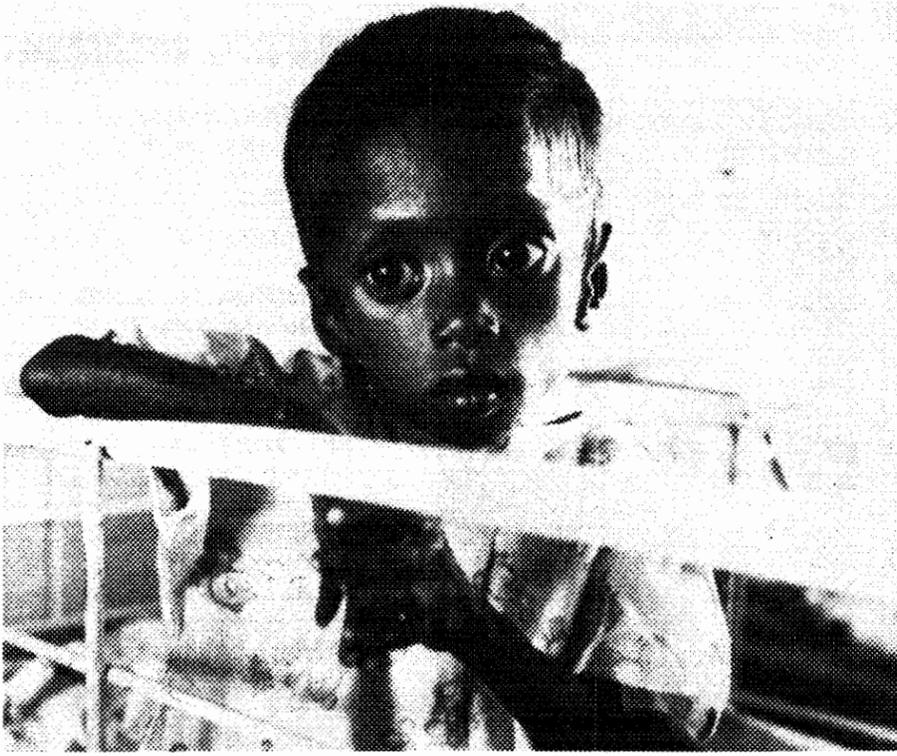
Field trials in the same district two decades ago by the center's predecessor, the Cholera Research Laboratory, showed that injected vaccines had little effect in preventing cholera and that harmful side effects outweighed any slight advantage. The vaccines now being tested are taken orally.

"Immunity (antibodies) to naturally acquired cholera is produced in the intestine, not in the bloodstream," says Dr. William Greenough III, former director of the research center. "Therefore, injected vaccines which produce immunity in the blood cannot really work because blood does not flow through the interior of the intestine. We believe the only type of vaccine likely to work is one which directly enters the intestine, as by swallowing."

Two kinds of vaccines are being used in the field trials. One consists of the vaccine that was formerly injected, a whole bacterial cell cholera vaccine. The other combines that vaccine with a part of the cholera toxin molecule called "B-subunit." The B-subunit has three advantages: it attaches itself to the walls of the small intestine; it induces the body to produce antibodies against the cholera toxin; and, it does not cause cholera or harmful side effects.

For the field trials, the 100,000 Matlab participants have been divided into three groups. The first takes the whole cell vaccine, the second takes the combination, and the third takes a placebo.

In January, February and March, 70 teams of workers went house-



Cholera, a particularly strong and contagious type of diarrhea, still claims hundreds of thousands of lives every year in developing countries.

to-house to deliver three separate doses of the vaccine. Now the research center is waiting for the normal epidemic period in November and December and is monitoring all participants. If either vaccine appears to work, the researchers will watch the participants for several years because no one knows how long the immunity may last.

If one of the vaccines works, it will have a big advantage over injections—a non-medical person

can administer it easily. However, Greenough cautions, "Given the time it takes to inoculate masses of people and the initial high cost of such a vaccine, at least for the next few years, we cannot expect to prevent cholera on a large scale in developing countries."

If successful, the oral vaccine will be made available for country immunization in diarrheal disease control programs.

—Edward Caplan

New Technique Combats Leprosy

Although leprosy is not common in the United States, in the more afflicted areas of developing countries, almost five in every 1,000 people are lepers. Worldwide, up to 12 million people are infected with the disease, which causes multiple sores on the skin, eyes, mucus membranes of the nose and pharynx, loss of sensation in affected parts and, in more extreme cases, loss of or deformed extremities.

A new drug treatment now shows promise for combating leprosy, without the complications of traditional sulpha drug treatments. It can be used against both paucibacillary leprosy, which is limited to raised skin lesions and loss of feeling, and the more serious multibacillary leprosy, which is highly contagious, anesthetic and can cause chronic inflammations and disfigurement.

"With the new treatment, remission occurs usually after six to 12 months," says Dr. Alfred Buck, tropical disease adviser for AID's Office of Health, Bureau for Science and Technology.

Through funding from AID and the Venezuelan government, the first field trials of the new technique soon will be carried out. "Clinical tests have shown that

(continued on page 7)

AID Awards Grants

Child Survival Projects Start

In a major effort to reduce death and disease among children in the Third World, AID this year launched a Child Survival Action Program with a special \$85 million congressional appropriation.

Projects now under way focus on saving and improving children's lives through immunizations, oral rehydration therapy (ORT) and better infant and child nutrition, according to John Eriksson, chairman of the Child Survival Task Force.

Six vaccine-preventable diseases kill millions of children each year in the Third World. Because malnutrition and diarrheal diseases are common in developing countries, these children are particularly vulnerable to dying at an early age; yet only one-fifth are vaccinated. Under the new AID program, said Eriksson, immunization programs for measles, whooping cough, tetanus, polio, tuberculosis and diphtheria are being accelerated.

Deaths of children under five years are attributable largely to diarrheal disease resulting from

dehydration—rapid loss of fluids and essential chemicals. The Child Survival Action Program enables AID to support expansion of current ORT programs and to initiate ORT projects in additional countries.

Many disabilities of children throughout the developing world, including mental retardation and blindness, also are the result of inadequate nutrition during infancy and the early years. Eriksson pointed out that the decline in breastfeeding, lack of appropriate weaning practices, and diets deficient in vitamin A and other micronutrients predispose children to infection and can result in physical and mental handicaps.

Through its child survival program, AID encourages breastfeeding through the first year, with the addition of nutritious weaning foods at six months, as well as expanded vitamin A therapy to reduce nutritional blindness. Growth monitoring is promoted to detect early signs of malnutrition, Eriksson added.

In carrying out the worldwide program, AID is working closely

with both U.S. and developing country private and voluntary organizations (PVOs) as well as with multilateral organizations such as the U.N. Children's Fund (UNICEF) and the U.N. Development Program (UNDP). In recent months, a number of these organizations have received grants from the Agency to expand current child survival programs and initiate new projects.

On Aug. 1, UNICEF was awarded \$7.5 million, the largest single grant to date, for expanded program activities.

In accepting the three-year grant, UNICEF Executive Director James Grant stated, "UNICEF is extremely pleased" that the U.S. government has committed itself to emphasizing child survival. The new child survival fund, he said, is "but the latest and one of the more dramatic examples of this commitment."

UNICEF will use \$6.5 million to fund child survival programs conducted by local PVOs in Nigeria, Indonesia, India, Sudan, Djibouti and Turkey. The remaining \$1

(continued on page 9)

McPherson Lauds S&T Sector Councils



At the signing ceremony marking the reauthorization of AID's S&T Sector Councils are (left to right): Kenneth Sherper (ANE/TR), Nyle Brady (SAA/S&T), Administrator Peter McPherson, Alfred Bisset (LAC/DR) and Keith Sherper (AFR/TR).

At a recent ceremony marking the reauthorization of the Agency's Science and Technology (S&T) Sector Councils, Administrator Peter McPherson noted the important contributions the councils have made over the past three and one half years to improve the Agency's science and technology capability.

During his speech, McPherson specifically noted the councils':

- Contributions to the development of Agency sector strategy and research priorities statements;
- Work as review committees for S&T projects and for research grant proposals under the Science Advisor's program and the U.S.-Israel Cooperative Development Research program; and,
- Recommendations on staff technical training, reverse Joint Career Corps assignments and the Agency's technical resources.

"Even more important," McPherson added, "is the opportunity the councils provide for sharing professional information and views" on subjects of concern to the sector. In signing the Agency-wide notice announcing his decision to authorize continuing Sector Councils for Agriculture, Nutrition, Population, Health, Energy/Natural Resources and Engineering, he reported on the formation of two new Sector Councils for Rural Development and Education/Training in place of the former Human Resources Council.

Nyle Brady, senior assistant administrator for S&T, noted that a

major aspect of the Sector Councils' activity has been improved communication with field technical staff through newsletters, other correspondence and the sharing of scientific and technical information and views.

Each of the Sector Councils is chaired by the S&T agency director for the sector and includes the ranking technical officers from the regional bureaus and from other central bureaus and offices as appropriate. The councils report to the Administrator through S&T's senior assistant administrator.

New Ethiopia Group Forms

A new organization in the Washington area may be of interest to AID employees who have served in Ethiopia.

"Friends of Ethiopia: A People-to-People Organization" was formed recently to bring together individuals who share a common interest in that country and want to promote greater understanding of Ethiopia's people and history.

Membership includes former Peace Corps volunteers, diplomats, foreign service officers, missionaries, teachers and military personnel and is open to any American who has lived in Ethiopia.

For information, send name and address to Friends of Ethiopia, P.O. Box 42533, Washington, D.C. 20015-0533.

CONTENTS

Vol. 24, No. 9

NEWS & FEATURES

4 SECURITY STRESSED AS TERRORISM MOUNTS

by Suzanne Chase

The Inspector General's Office of Security undertakes a major effort to upgrade security at missions and to promote employee awareness of potential risks overseas.

5 PERSONALITY FOCUS: MIKE BENGE

by Dolores Weiss

8 AID/W SERVICE ANSWERS MISSION'S CALL

by Sharon Isralow

The Executive and Overseas Management Service works closely with missions to provide field requirements.

10 CARIBBEAN CRABS RIDE WAVE OF FUTURE

by Ken Kaliski

A new technique brings crab farming to the Caribbean.

11 EFFORT SAVING LIVES, SAYS McPHERSON

The Administrator reports on his recent visit to Ethiopia and the Sudan.

11 AGENCY ENCOURAGES ENVIRONMENTAL ETHIC

12 AID HELPS PREPARE LESOTHO FOR FUTURE

by Hayward Allen

A \$28 million project is directed at increased production of high-value crops, extension services and access to credit for small farmers.

DEPARTMENTS

6 AID Briefs

6 CDIE—Small-Farmer Credit

13 Where in the World?

13 IG—GAO Audit May Involve Any Office

14 M—AID Revises Consumables Allowance

14 BIFAD—Missions Say IARCs Responsive

15 AFR—Cooperative Creating Island Water System

15 FLO—FLO Sets College Workshop

16 ANE—AID Emphasizes Energy Issues in Asia

16 LAC—Grenadians Awarded Scholarships

17 PPC—Conference Focuses Attention on Women

18 FVA—Questions on Relief Answered

18 EOP—Agency Participates in Equal Opportunity Exhibit

18 PRE—Projects Provide Outreach to the Poor

19 S&T—Cooperative Effort Benefits Sri Lanka

19 OFDA—AID Provides Protection

Front Lines, a publication for employees of the Agency for International Development, is published monthly by the Bureau for External Affairs. It has been reviewed and approved by the Communications Review Board.

All Agency employees are encouraged to contribute stories, pictures and ideas. Material should be submitted at least 21 days in advance of the next publication date to Editor, Front Lines, AID, Room 4889, Washington, DC 20523. Phone (202) 632-4330. Next issue: October 15, 1985.

Assistant Administrator for External Affairs: Kate Semerad
Director of Publications: Judy Van Rest
Editor: Dolores Weiss
Assistant Editor: Suzanne Chase
Bureau Editor: Lindsey Stokes
Photographer: Clyde F. McNair
Staff Assistant: Mary Felder
Intern: Ken Kaliski

Photo Credits: page 3: The Academy for Educational Development; page 10: Smithsonian Institution; page 18: Ray Witlin, World Bank; cover, page 11: Steve Mintz.

Correspondents: AFR: William Small
 ANE: Mary Beth Allen, Judy Wills
 EOP: Voncile Willingham FVA: Lori Forman
 GC: Robert Lester IG: Richard Howard
 LAC: Bernice Goldstein LEG: Clark Wurzberger M: Dorothy Kelly, Barbara Hogart M/PM: Marge Nannes OSBDU: Renata Cameron OFDA: Frederick Cole
 PPC: John White PPC/E: Mary Power
 PPC/WID: Deborah Purcell PRE: Douglas Trussell SCI: Irvin Asher BIFAD: John Rothberg FLO: Patricia Telkins



Cover Photo: AID-supplied helicopters are being used to ferry food to famine-stricken areas of west Sudan. Report on Administrator McPherson's trip to Sudan and Ethiopia on page 11.



Personality Focus: Mike Benge—Page 5

Radio Turns Up Volume of Learning

by Ken Kaliski

Radio was first publicly broadcast on Nov. 2, 1920, when KDKA in Pittsburgh broadcast the returns of the Harding-Cox presidential elections. Since then, radio has been used to communicate such diverse areas as sports and music, politics and poetry.

Educational radio has been around since the days of that first broadcast although associated most often with cultural programs like "Masterpiece Theatre." But today, educational radio has been adapted to meet the growing needs of less developed countries (LDCs).

In the past 11 years, AID, along with Stanford University, the Academy for Educational Development, Inc., and Inter-America Research Associates, has developed a highly effective radio education program in math and language studies. The program has moved away from traditional radio education to interactive radio in which students interact with the radio announcer, simulating a dialogue.

Interactive radio has been extremely successful in raising reading and math scores of primary school students in LDCs, according to Clifford Block, AID's associate director of educational technology for the Bureau for Science and Technology (S&T).

Studies of Kenya's Radio Language Arts project (RLAP), which teaches English to primary school children, consistently found significantly higher scores among RLAP students than those in conventional classes. "It's a very robust model," Block says. "It's been used with different countries, different subject matter and different contractors. And yet, we always find big gains—not just statistically significant gains but big gains in terms of how much a student learns."

Interactive radio has succeeded because it reaches the students directly without relying heavily on teachers as intermediaries, explains Block. It also is based on several proven techniques that enhance motivation and retention. These include variety and change of pace within each lesson, active student participation, frequent reinforcement of material and distributed learning of concepts over many lessons.

Radio lessons demand intense involvement of students. On the average, students must respond once every 10 to 30 seconds. Topics change frequently during the daily 30-minute broadcasts. In an article in the *Development Communication Report* (Spring 1985), Jamesine Friend, director of Radio Math during the 1970s, comments that a frequent change in topics leads to greater long-term retention of subject matter than



Kenya's Radio Language Arts project teaches English to primary school children through interactive radio education. Studies found consistently higher scores among radio students than those in conventional classes.

does a lengthy session on one topic.

In addition to its effectiveness, interactive radio is inexpensive. Estimated recurrent costs for radio math in Thailand equal 44 cents per student per year. Similarly, radio English in Kenya is estimated at 40 cents per student per year, according to Barbara Searle of the World Bank's East Asia and Pacific Education Division.

In the mid 1970s, notes Block, it became apparent that the educational systems in some developing countries, while increasing in enrollment, were declining in quality. Student performance was not reacting as expected to improvements in teacher training, curriculum and textbook modification. "Just providing teachers is a no-end situation. Classrooms need some sort of educational technology as a supplement to get them out of this cycle of decay," he adds.

Furthermore, rural students were not getting a proportional share of educational opportunities. Julianne Gilmore, assistant human resource development officer for S&T's Office of Education, comments, "Radio education can go anywhere the radio can go. Once you iron out the problems of air time and add minimal teacher training, then the radio can give rural children a chance to make the same gains as kids in the capital city and perhaps even better gains."

The prototype for interactive radio began in mid-1974 with the Radio Math program. Selected classrooms were given daily 30-minute broadcasts of radio lessons, followed by post-broadcast lessons administered by teachers. Because the instructional performance of the teachers could not be guaranteed in the post-broadcast lesson, the bulk of the curriculum was broadcast.

To insure that the series of programs was effective, each lesson was rigorously evaluated by testing a random sample of children. Says Friend, "If achievement was substandard, the faulty segment was redone and broadcast in its improved form some weeks later."

The model was extremely successful, adds Block. Scores in Radio Math classes were higher than in conventional classes for the four grade levels. The greatest difference occurred in the first grade where radio students scored, on average, 69% better than control students.

In 1980, the model developed for Radio Math was sent to Thailand. Although the original scripts had to be revised to account for the different language and cultural setting, the project, in terms of achievement scores, was just as successful, according to Block.

The next challenge was to adapt the Radio Math model for other subjects. Language was chosen. The Radio Language Arts project was established to teach English to Kenyan primary school students.

Although the teaching of language, especially reading and writing, proved conceptually more difficult, results were consistently positive, says Block. Listening scores in RLAP classes were, on average, 36% better than in conventional classes. Reading scores were 18% higher and writing scores 25% higher.

As a pilot project, RLAP was a success. Not only did students learn more and enjoy the program, Block notes, but surveys showed that over 90% of the teachers felt it was beneficial and should be continued. "What really carries it is that kids like the program so much, and the results are so impressive that teachers respond to the method very quickly," he adds.

"They become more interactive with the students as well. They begin to realize that learning can be fun."

Two other projects are under way. A new science curriculum for grades four to seven is now being developed. And, in the Dominican Republic, the entire first four grades are being taught by interactive radio, reaching rural students who otherwise would have no access to schools. Students gather for an hour each day in shelters contributed by the community and staffed by community aides. Evaluations show students doing as well or better than those in conventional schools.

The Office of Education is now ready to encourage the use of Radio Math and Radio Language Arts by AID missions. A videotape and pamphlet are available describing the programs. By the end of the year, a comprehensive handbook will be published that will explain the "how to's" of interactive radio.

For missions that have reviewed the material and expressed interest in establishing a radio education program, AID's Office of Education will conduct training seminars and workshops for missions and host governments. These seminars will explain how the program works and adaptations that need to be made to suit the particular curriculum or culture of the country. Seminars have already been or soon will be held in the Dominican Republic, Somalia, Haiti and Honduras.

According to Block, the Office of Education will provide cooperative funding for missions to initiate an interactive radio project as long as missions are committed to future costs.

Scripts and tapes are available for the first four years of primary math and the first three years of primary English lessons. The tapes can be used directly, or the program can be adapted by altering the scripts. Missions may want to use the RLAP technique developed for English, for example, to teach Spanish instead. Curriculum changes, local music and other country-specific themes can be incorporated as well.

From the time Harding's victory over Cox was broadcast to a few thousand homes until today, when radio education promises to reach millions in developing countries, radio has and will continue to play an important role in the entertainment and education of its vast audience.

For information, contact AID S&T/ED, room 609, SA-18, Washington, D.C. 20523.

Kaliski is a Rockefeller Foundation public affairs intern, endowed by Mr. and Mrs. Chester McSpadden. He is a senior at Dartmouth College, N.H.

Security Stressed as Terrorism Mounts

by Suzanne Chase

A little luck may go a long way, but luck is not something that AID Inspector General Herbert Beckington is inclined to rely on in overseeing the Agency's security program to protect its employees worldwide.

"Up to this time, AID missions have been relatively immune to terrorist attack; yet we live with the realization that this luck could end overnight," he says.

While the Inspector General's Office of Security (IG/SEC) administers a number of major security programs, including personnel security investigations and the protection of classified material, the overseas security function now dominates the office's attention because of the rise in terrorism around the world.

"This Agency is an important part of the overall foreign policy effort of the United States," says Beckington. "Where we have missions, we have a responsibility to provide a reasonable level of security for employees and their families."

Although IG/SEC assumed responsibility for mission security in 1974 (previously a State Department function), the need for upgraded requirements for the AID security program overseas was outlined recently by the Secretary of State's Advisory Panel on Overseas Security. Known as the "Inman Panel" for its chairman, Admiral Bobby Inman, the group

"Secondary targeting of AID missions can happen if we don't keep pace in security upgrading."

met after the bombing of the American Embassy in Beirut to examine how best to secure the nation's overseas diplomatic installations.

AID has 75 missions and offices overseas, 67 of which are separate from embassy or chancery facilities. Determining how best to provide security at these facilities presents both logistical and policy problems for the Agency that are not a consideration for State, notes Beckington.

"We have some limits on what we are ready to invest in terms of buildings and security facilities," he says. "Unlike State, which maintains an embassy as long as diplomatic relations exist, we may or may not be in a country five or 10 years from now. AID's function is to work itself out of business

in a country.

"There is also a certain point beyond which we will not keep our people in an unsafe environment. We will not make fortresses of our missions and of the homes of our people."

The embassy, as the symbol of American foreign policy, has traditionally been the primary target for terrorist activity. Of particular concern to Ed Lee, assistant inspector general for security, who oversees IG's efforts in this area, is that as the embassy becomes a more formidable obstacle, the AID building appears more vulnerable to terrorist groups.

"Secondary targeting of AID missions can happen if we don't keep pace in security upgrading. Yet, we cannot protect an AID building to the extent embassies are protected," says Lee.

In addition to the financial impracticality of investing millions in a new building project for a mission that may be relatively temporary, the Agency is restricted by law to acquiring no more than \$3 million worth of real property a year, according to Lee. The majority of AID facilities, including compounds, are rental properties, unlike State-owned embassy buildings. The typical mission operates out of two or three floors of an office building that also contains other tenants, such as banks or local companies.

This multi-tenanted arrangement has a positive security aspect, however. Lee points out, "It is our position that terrorists would be reluctant to do anything to such a building because we would be a minor victim of such an attack. Very few terrorist groups are willing to jeopardize the lives of their own countrymen; the publicity is detrimental to their cause. This is why we try to downplay the idea of compounds; an AID compound is totally U.S.-occupied and, therefore, an ideal target."

Lee emphasizes that his office intends to follow the standards set by the Inman Panel to the fullest extent possible. In addition to the use of exterior and interior guards and metal detectors, the panel stressed vehicular barriers and hydraulic vehicular barricades that can be lowered to allow authorized vehicles entrance and then raised to prevent suicidal car bomb attacks.

While compliance with some of these standards is impossible when AID is located in a privately-owned building, "Our mandate is to provide the missions as much technical advice, funding, equipment and support as possible to ensure a safe environment," says Lee.

The office advises on the placement of security systems, vehicular barriers, metal detectors and less obvious security devices such as mylar applications on windows, a thin film that prevents glass from shattering.

Despite such advances, Lee estimates that many AID missions do not meet the Inman standards and that at least half need major improvements. A recent study undertaken by IG/SEC with AID's Executive and Overseas Management Service indicated that, ideally, 40 missions should be relocated. Because this is economically unfeasible, Lee says, the Agency intends to relocate only those with the greatest problems and upgrade security at the remainder.

"Two or three years ago, we

"Security precautions at high-risk posts include window grilles, alarm systems, dead-bolt locks and a 'safe haven.'"

could get by at our present security level," Lee says. "However, terrorism is increasing. We must do more."

He points out that terrorist tactics come in cycles: in the late 1960s, assassinations and kidnappings; in the early 1970s, hijackings; in the mid-70s, mail bombs; in the late-70s, mob violence and demonstrations; and, in the 1980s, car bombs and suicidal attacks.

Now that perimeter vehicular barriers are being installed, he foresees terrorist strategy focusing on "softer" or less protected targets where the chance of success is greater and the risk of being caught is less. As a case in point, he cites the recent cafe murders in El Salvador. "Terrorist strategy will change depending upon the approach we use to defend against it," he warns.

The goal of AID's overseas security program is to ensure that each mission has at least a minimum level of security. "If you take reasonable precautions, terrorists will go for a more accessible target—or go after a single individual which, in relative terms, is preferable to having a fully occupied building go up," says Lee.

Although the Office of Security has a relatively small staff, security officers are highly experienced in the protection of people overseas, generally having worked in this area for other government agencies. "We can't afford to train people," says Lee, who came to AID after 14 years with the Department of State's Office of Security. "They have to be able to hit the ground running."

Protection of the physical office facility is only one element of IG/SEC's security program for foreign service personnel. AID's emergency radio communications program, which began in 1979, is unique among government agencies in that every overseas employee is issued a radio.

In the Third World, where telephones don't always work and

particularly in an emergency situation, such as the recent evacuation of Kampala, the radio capability of employees and families to communicate is not only a "big morale factor," says Lee, but often a necessity.

The use of armored cars to transport mission staff is another means of protection. At a high-threat post, for example, a parked car is vulnerable to a car bomb, and employees may be at risk while commuting in a personal car. Therefore, cars equipped with ballistic-resistant materials may

be used to shuttle employees to and from the mission, varying the daily route and time schedules.

The Agency also has an official residential security policy. Depending upon the threat level at a given post, IG/SEC suggests residential improvements. Examples of security precautions recommended at high-risk posts are ground-level window grilles, alarm systems, solid doors, double cylinder dead-bolt locks and a "safe haven," a secure area of the house to which one can retreat and radio for help if a threat arises.

Central to IG/SEC's security program is the effort to promote employee awareness of the potential dangers inherent to foreign service assignments. In addition to the Foreign Service Institute's seminar on "Coping with Violence Abroad," IG/SEC has developed a series of films, videotapes and numerous pamphlets on a variety of hazardous situations and advice on how best to cope with them.

A new videotape entitled "The AID Traveler: Surviving Hostage Incidents" is the result of the hijacking of Kuwait Airways Flight 221 in which two AID auditors were killed. It is supplemented by a report on "The Hijacking of Flight 221," a chronological description of the event and the lessons it taught.

Deputy Administrator Jay F. Morris has directed that the videotape, which has been distributed to all missions along with the written report, be seen by all employees prior to traveling abroad. Both the videotape and the report emphasize two critical responses to being taken hostage: obey the captors and remain calm.

The film series is also available for mission use. The series covers such topics as bomb threats, kidnapping and vehicle ambush, as well as personal and family security.

Another source of information is "The AID Traveler: A Security Guide." Although the book will be

(continued on page 9)

PERSONALITY FOCUS

Mike Benge

by Dolores Weiss

Each time Mike Benge has had to choose between roads in the woods, he has taken the one less traveled. Though the forester in the Office of Forestry, Environment and Natural Resources has been with the Agency for 20 years, he still treks the unconventional path he has followed throughout his career.

Benge grew up in Oregon on a wheat and cattle ranch and attended Oregon State College but says, "I jumped all over—taking junior and senior classes as a freshman—and after two years I joined the Marines."

During a tour that took him overseas to Japan, Benge found the Marines too authoritarian and too structured for his nonconformist way of thinking. But the time he spent in Japan whetted his interest in foreign aid, and "I did learn the value of education," he adds.

Although he was offered a commission as an officer, Benge left the military and returned to school. While completing the requirements for a bachelor of science degree in agricultural engineering, he says, "I began taking speech classes and started doing research on foreign affairs—I had always enjoyed reading about other cultures while growing up."

After he was graduated from Oregon State University, Benge says, "I went looking for a job and wrote AID. The Agency wanted people 35 years old or under with at least 10 years of experience. They advised me to write the International Voluntary Services (IVS), which was the forerunner of the Peace Corps."

Benge found IVS ideal—"They stressed learning the language and customs before working in the

field." He worked in the central highlands of South Vietnam with the Montagnards (an ethnic minority in Vietnam) and learned Vietnamese as well as the local Montagnard dialect. He began an agricultural program that included activities from fish ponds to rural education. He even started the Montagnards on a tree-planting program "to make their agriculture system more sustainable."

Benge insists that technology should not be imposed on less developed countries (LDCs). He recalls one project that started with good intentions to help the Vietnamese improve their swine stock. "The Americans brought in an enormous American-bred boar and imposed this 1,000-pound pig on the small wild sows of the area. It was an impossibility. I then began bringing in smaller, six-month-old Yorkshires. We told the farmers to pen the young Yorkshire pigs at night and to let them run free with the wild pigs during the

"We took the mystique of trees out of the hands of the gods and put trees in the hands of the peasants."

day. With the small amount of extra food and rest they received at night, the Yorkshires quickly out-competed the wild boars. The new generation of pigs were larger, had more meat and were resistant to local diseases."

He emphasizes, "You have to identify keys in their system that you can turn to ease in technology rather than impose Western



Mike Benge, who specializes in fast-growing nitrogen-fixing trees, became acquainted with the *Leucaena* while in Vietnam.

culture on their ways."

While in Vietnam, Benge began working on AID projects and became acquainted with the *Leucaena*—a nitrogen-fixing tree that could be used as a living fence around rice fields or for forage or fuel. When his IVS contract ended, he joined AID in 1965 as an assistant provincial representative in Vietnam.

Cognizant of the needs of the growing number of refugees and the land and skills they would require, Benge again branched off in new directions. He tested methods of regenerating the soil and taught the people "to walk bananas across the field" (proper spacing of plants to exploit soil nutrients and produce the best possible crop). He also started a handicrafts center and established the first nurses' training school for ethnic minorities in Vietnam.

For assisting the refugees and the Montagnards, Benge received three of Vietnam's highest honors—medals for work with ethnic minorities, public administration and public health.

Later, while helping to evacuate Americans and foreign nationals, Benge was credited with rescuing 11 Americans under a state of siege and was presented the Department of State's Awards for Heroism and for Valor.

His life took another unexpected turn when, in January 1968, the North Vietnamese took Benge prisoner.

For nine months he traveled from camp to camp; and then, "in November 1968 I was moved to Cambodia. I spent a year in a cage. Two missionaries who had been with me died."

While marching to Hanoi in late 1969 he suffered from cerebral malaria and beriberi. "I weighed about 90 pounds and lost the skin off both my feet. Unable to walk, I was shuttled to a hospital—not because of my illness—but so I could translate for another American prisoner who had dengue

fever," he points out.

Benge spent Christmas 1969 and the following year in an 8 x 8-foot black room.

During the 27 months he spent in solitary confinement and the total five years spent as a prisoner, Benge says that he "built up a lot of inner faith." He reviewed his life, thought about development, what he could do and what he could change.

"I wrote a book in my dreams," he recalls. "I outlined 12 chapters about my capture and about development. When disturbed by the guards, I would awaken, but then I could go back to sleep and return to the page I was on before being disturbed." Benge says he also built his dream house in his mind. "I drove every nail and placed every wire, but now I can't afford to build it," he laughs.

During a year of medical leave following his release in 1973, Benge paid his own way back to Vietnam at the request of the Vietnamese minister for ethnic minorities. As a volunteer, he designed programs to provide care for Amerasian children of Montagnard mothers, designed livestock improvement programs and started programs to help Montagnard war veterans, especially those who were handicapped.

When he returned to work at AID, he started long-term training to get a master's degree from the University of the Philippines at Los Banos. Before completing the degree, he was assigned to the mission in Manila.

There Benge helped the farmers adapt the *Leucaena* tree into contour farming systems on their land and began agroforestry projects with the *Leucaena* tree for a national greening program. During that time, the Philippines government purchased nearly 50,000 copies of a pamphlet he wrote on the *Leucaena*. The Ford Foundation also used the brochure and Benge's techniques in India.

(continued on page 7)



Mike and Sophiny Benge were married in 1981 in a traditional Cambodian ceremony.

Pakistan Gets New Director

Eugene (Rocky) Staples was sworn in recently as mission director for Pakistan, the Agency's third largest post.

In Pakistan, Staples will oversee a requested fiscal 1986 budget of \$325 million and a staff of 348. Major AID activities in the country include increased emphasis on energy projects as well as continued assistance in private sector development, agriculture, rural development, population and health. In addition, the Agency is helping Pakistan reduce opium poppy cultivation.

Staples served as deputy assistant administrator for the Bureau for Asia from 1982 to July 1985. Before joining AID, Staples' foreign service career included assignments in Asia with the Ford Foundation and in Latin America and the USSR with the U.S. Information Agency.

CORRECTION

In the August issue of *Front Lines*, an article on the Equal Employment Oversight Board meeting indicated that John Chao, Asian and Pacific American Federal Employees Council representative, stated that a disproportionate number of Asian Americans have been eliminated in the staff reductions compared with other minorities. The sentence should have read as compared to all Agency employees.

AID BRIEFS

AFSA Scholarships Available

Dependents of foreign service personnel are eligible for two scholarship programs sponsored annually by the American Foreign Service Association (AFSA) and the Association of American Foreign Service Women. Students who wish to be considered for the 1986-87 academic year scholarships are urged to apply now.

Merit awards are limited to students who will graduate from high school in 1986. Selections are based on academic excellence and leadership qualities. Financial aid grants are awarded to full-time

undergraduate students attending U.S. colleges and are based solely on financial need.

To request an application for either program, write to Dawn Cuthell, Scholarship Programs Administrator, AFSA, 2101 E Street, N.W., Washington, D.C. 20037. Requests must include the qualifying foreign service agency.

Applications will be mailed to interested persons in late October or early November. Deadline for receipt by AFSA of completed applications is Feb. 15, 1986.

Hicks Selected for Malawi

John Hicks, a career foreign service officer with 12 years of experience in international economic development, was sworn in today as AID representative to the southern Africa nation of Malawi.

Hicks will direct a program that has averaged \$12 million over the past three years, focusing on improving Malawi's agricultural, health, population and transport

sectors.

Since 1982, Hicks has been deputy director of the AID mission in Zimbabwe. Prior to that assignment, he served in Washington, D.C. for one year as deputy director and acting director of the Office of Southern Africa Affairs.

Hicks, who joined AID in 1973, also has served in Ethiopia, the Middle East at the U.S.-Sinai Field Mission and Zambia.

Growth Seen in Caribbean

In response to ongoing financial problems, Caribbean nations committed themselves to continued constructive reform of their economic policies at the seventh meeting of the Caribbean Group for Cooperation in Economic Development (CGCED), the region's economic development consortium.

The United States, supported by other principal donors, played a strong role in encouraging renewed Caribbean efforts to promote exports, develop the private sector, reduce deficits, reform tariffs and taxes, reduce unemployment and formulate appropriate exchange rate policies.

Deputy Administrator Jay F. Morris, who headed the U.S. delegation, said he was encouraged by the progress at the meeting. In his closing speech, he remarked that member countries "show a serious commitment to the adjustment necessary for stabilization, growth and development of the economies of the region. A major goal of the structural adjustment process clearly is to create conditions conducive to growth and particularly to expansion of foreign exchange earnings. On a per capita basis, assistance provided by the United States has been multiples above what generally has been provided to other countries."

However, he pointed out that the high levels cannot be sustained indefinitely. Caribbean countries, therefore, should take the opportunity to make economic adjustments now, while the impact "can be cushioned by today's high assistance levels."



CDIE DEVELOPMENT REVIEW

INTERNATIONAL EXPERTS GROUP FOCUSES ON SMALL-FARMER CREDIT ISSUES

During a joint meeting of experts on small-farmer credit projects from AID and the International Fund for Agricultural Development (IFAD), a study of AID's small-farmer credit programs from 1973 to 1985 was presented. Joseph Lieberman, a financial economist with the Center for Development Information and Evaluation (CDIE), discussed AID's efforts at a conference held in Rome, June 26-28.

He stressed that credit institutions must set their interest rates high enough to cover the cost of capital, administrative expenses, defaults and inflation. Frequently, this means interest rates of 20-40%.

"Cheap credit," according to AID officials, tends to encourage inappropriate, capital-intensive investments. Also, since rural loan institutions often lose money (or see the value of their assets eroded by inflation), they eventually run

out of operating funds and are unable to serve small farmers.

Participants discussed whether it is better to charge a viable interest rate so that less developed country (LDC) credit institutions can recycle loan repayments for 10 to 20 years rather than two to three years.

In recent years, largely because of AID's increased emphasis on policy reform, credit projects have begun to face the issue of "cheap credit," decapitalization and subsidies. For example, in the Egypt Small Farmer Production project, AID negotiated an increase in project lending rates over a period of time, from Egypt's standard bank rate of 6% to 10% and, eventually, 14%.

In Bangladesh, the Rural Finance Project and its predecessors included an experiment to test interest rates between 12-36%. The project demonstrated to the government that agricultural credit could be successful at rates much higher than had been used

previously.

Experience from AID and IFAD's projects illustrates that small farmers can and will pay "real" market rates of interest. In fact, in most countries, small farmers already are borrowing from village moneylenders at high rates of interest. On the savings side, several projects demonstrate that when savers are offered rates of 14-15%, savings increase dramatically—even in the poorest countries.

IFAD described its success in using innovative techniques such as group organizers and mobile bankers to provide loans to the poorest of the rural poor. IFAD demonstrated that landless laborers, women and subsistence farmers can use credit productively and achieve high loan repayment rates.

The meeting examined individual case studies and discussion papers. AID presented three papers: "A Synthesis of AID Experience with Small-Farmer Credit," "A New Look at Small-Farmer Credit" and "Rural Deposit Mobilization: An Alternative Approach for Developing Rural Financial Markets." IFAD also presented a paper, "The Role of Rural Credit Projects in Reaching the Poor."

Copies of these papers are available from PPC/CDIE, room 611, SA-14.

IN MEMORIAM

Thomas Arndt

Thomas M. Arndt, retired foreign service officer, died July 15 at Fairfax Hospital shortly after suffering a heart attack at his home. He was 46.

Arndt joined AID in 1966. Assignments overseas included India and later Sri Lanka, where he was mission director. He retired from the Agency in 1984.

Survivors include his wife Celestine of McLean, Va., and four sons.

Michael Vogel

AID retiree M. Michael Vogel, 66, died of cancer Aug. 12 at Sibley Memorial Hospital, Washington, D.C.

During his 17-year career with the Agency, Vogel, a civil engineer, served in Brazil and Italy.

He is survived by his wife Francoise of Potomac, Md., and three sons.

Leprosy

From page 1, column 4

the treatment is effective and safe," says Buck. "If it is successful with the 25,000 patients in Venezuela, which has the second highest leprosy morbidity rate in Latin America, then it may be effective anywhere."

AID signed an \$800,000 grant on Aug. 28 with the AmeriCares Foundation, a U.S.-based private and voluntary organization. The funds will be used to provide technical assistance during the field tests, the drug clofazimin and laboratory equipment and services.

The Biomedical Institute of Venezuela will provide overall management and logistical support, and the government of Venezuela will contribute staff, six million tablets of the drug dapson and the resources of its Ministry of Health and Social Welfare—contributions valued at approximately \$4.5 million.

The World Health Organization, through its steering committee on leprosy, is providing technical assistance, equipment and training.

The Knights of Malta are providing transportation necessary for the project.

The Pan American Health Organization also will provide

technical assistance.

Traditionally, the leprosy cure involves treatment with sulpha drugs over many years, sometimes indefinitely. "Because sulpha treatment takes so long, compliance among patients is very poor," says Buck. "Furthermore, sulpha-resistant strains of the bacillus have developed so that more and more people have no response to the drugs at all."

The new treatment involves the use of three drugs administered simultaneously. "Each of the drugs has a different mode of action, so the bacillus is being hit from all sides," says Buck. "The drugs inhibit the growth, reproduction and biological functions of the bacillus. That is why remission is so quick. And since the treatment uses three drugs, the likelihood that a bacillus is resistant to all three is very small."

In 1982, the World Health Organization recommended supervised use of the new therapy.

"The trials in Venezuela will be the final evaluation stage of the technique. Different trials will be performed to determine if there are any rare side effects and to adjust the treatment schedule and the quantity and spacing of doses," Buck explains.

By the end of the five-year project, the researchers hope to

have developed an effective mode of treatment and refined an efficient strategy for leprosy control over a large area. If the treatment is successful, Buck says, it may be possible to improve the control of this highly debilitating disease worldwide.

"The chemotherapy is part of an overall strategy for the improvement of leprosy control that also consists of improved diagnostics

(about half the cases of leprosy are not diagnosed) and the development of an improved vaccine," he adds.

This strategy is supported by research and training through the World Health Organization, the U.N. Development Program and the World Bank. AID has been contributing to this multidonor program since 1976.

—Ken Kaliski

Family Night Scheduled

A special preview of the 25th anniversary Bookfair will be held for AID, U.S. Information Agency and State Department employees and their families, announced Meryl Steigman, chairman of the Association of American Foreign Service Women's (AAFSW) annual event.

"Family Night" is scheduled for Friday, Oct. 18, from 5-8 p.m. A special children's menu will be served in the main cafeteria from 3-7 p.m., and an entertainment program for young people, featuring clowns, balloons and films, has been arranged.

While encouraging all family members of employees and retirees to attend, Steigman cautions that

security regulations require that all persons, including children, without a building pass must be escorted into the building. Retirees or other individuals who will need security clearance for the evening should call the Bookfair office at 223-5796 prior to the event.

Proceeds from the Bookfair support AAFSW's scholarship program. This year, AAFSW has recognized long-time staff members Dolly Barger and Mary Hodge for their outstanding contributions to Bookfair by naming a scholarship in honor of each woman.

Bookfair will be open in room 1524, Oct. 19-26, from 10 a.m. to 4 p.m. except on Tuesday and Wednesday.

Mike Benge

From page 5, column 4

"We kicked off the present reforestation effort through the multipurpose Leucaena tree," he explains. "For the first time, we took the mystique of trees out of the hands of the gods and the forestry services and put trees in the hands of the peasants." Benge sees the use of the Leucaena as a great breakthrough in science and technology—one that gives encouragement to the people of the world.

Benge finished his master's degree at Los Banos in 1978 by taking leave without pay. He then "came to Washington to get the Agency to recognize the importance of forests and agroforestry."

He emphasizes, "We must relate forestry to agriculture. If trees don't relate to agriculture, farmers won't plant them. They have seen firewood as a free commodity so they won't plant trees just to get fuel. In Somalia, farmers have learned to plant trees to shade their houses, to form windbreaks and to feed their livestock—the trees complement agriculture."

In 1978, Benge carried some of his pamphlets and a carton full of Leucaena seeds to Haiti. Working with a private and voluntary organization (PVO), Operation Double Harvest, he initiated the reforestation project that has been cited by the Bureau for Latin America and the Caribbean as one of its most successful and by

the World Resources Institute as an example of success in forestry.

Benge, who has written over 30 scientific articles and pamphlets, now manages six research projects on agroforestry and fast-growing trees for the Office of the Science Advisor and manages an agroforestry project with the International Council for Research in Agroforestry.

He sees his talent as a technology broker as being particularly useful to the Agency. He describes a broker as one who "uses the knowledge that is available within the scientific field, knows how it will work and applies that knowledge to solve problems in developing countries."

He now is promoting several other plants; some, he says, may have even greater potential than the Leucaena. Among the plants he points to are the Azola, a symbiotic nitrogen-fixing plant that might solve some LDC energy problems; the Sespania, a multi-purpose plant with characteristics similar to the Leucaena; the mesquite, considered a weed in the United States, that can be used as fodder or as fuel; and the jojoba, a natural rubber plant that grows in the desert. "Identifying and applying plants to development is one of my best talents," he says.

While in the Philippines, Benge continued his characteristic total involvement with helping people. During his off-duty hours, he worked to get the U.S. government to accept Cambodian refugees into the United States. The refugees were in the Philippines working

or attending college during the war and could not go back to their country.

Upon his return to Washington, he worked with Cambodian American Heritage, Inc. promoting Cambodian culture. One night while driving members of a Cambodian dance team home, Benge had an auto accident. One of the dancers in his car broke her arm. He visited her in the hospital and saw her afterwards. The dancer, Sophiny, is now his wife.

The Benges were married in 1981 in a traditional Cambodian ceremony and have a three-and-a-half-year-old daughter named Sadira Nyserikit. They still are active in promoting Cambodian culture, and his wife "Ny" still dances. On his desk (and his car) are the stickers "I ♥ NY," but the NY stands for Ny (pronounced nee), his wife's nickname, and for his daughter's name.

The family spends a lot of time together. During the warm weather, they enjoy going to the beach or going clamming and crabbing. Benge also travels with his wife when she performs out of town, assisting the dance team as a stage director. Sometimes he even performs with the club.

His other interests include writing on Vietnam and Cambodian issues, and he has been active in the MIA-POW movement.

Also in his spare time, Benge continues to write and work on tree projects. He corresponds with people around the world to provide them technical advice and seeds.

An aid effort of his own, of which he is particularly proud, is the assistance he provides LEND (Leadership Energizing Neighborhood Development), a D.C.-based PVO.

The organization works with about 1,000 American churches and 400 African churches "to develop people-to-people programs," Benge explains. "The Sunday classes support tree-growing efforts with the help of Operation Double Harvest in Haiti—work begun in Haiti is being used as a springboard in Africa!" Through LEND, he also hopes to assist in developing an agricultural research center in Africa similar to the one run by Operation Double Harvest in Haiti.

"Deforestation is being recognized worldwide as a major impediment to development," Benge says. "AID plays a very significant role in providing the cutting edge in development in LDCs—a catalytic role despite the relatively miniscule amount of money going into countries." As an example of AID's rippling effect, he points out that the National Academy of Sciences' books on trees are the results of AID's efforts with the Leucaena.

Benge plans to continue working at AID on agroforestry efforts "until I'm run out." But even after he retires, he says, "I'll continue in some tropical climate doing the work I do. I want to keep helping the people in less developed countries."

Weiss is editor of Front Lines.

AID/W Service Answers Mission's Call

by Sharon Isralow

Even the magician Harry Houdini would be hard-pressed to top some of the magical feats AID's mission executive officers (ExOs) must perform on the job. The ExOs seem able to make everything from office space to soundproof generator enclosures materialize out of thin air as if they had a magic wand.

For behind-the-scenes guidance and support, executive officers rely on the Bureau for Management's Executive and Overseas Management Service (M/SER/EOMS).

"If you can satisfy an employee and family with the right house from the beginning of his or her tour, the employee's work output will be greater."

"The Executive and Overseas Management Service develops the policies, standards and procedures for managing AID's resources overseas," explains Ann Dotherow, a senior executive foreign service officer who directed EOMS from its beginning until her retirement July 31. "These resources include real and personal property owned or rented by AID, such as warehouses, offices, residences and vehicles, as well as all expendable and nonexpendable goods."

The service was established as an outgrowth of a regional management meeting held in Abidjan, Ivory Coast, in late 1982. At that meeting, overseas management personnel voiced the need for a central office at a high level within the Agency to concentrate expressly on management-related requirements of missions. The administration acted quickly and established EOMS by February 1983.

Since then, the management service has responded to 1,700 yearly requests for assistance from the field and "the positive feedback has been overwhelming. The field has obviously felt the organizational change," says Bill Meeks, also a member of the senior executive foreign service, who became the EOMS director on Sept. 3. "Previously, the missions had to compete with AID/W bureaus for time and attention."

The service is divided into two divisions: overseas management (OM) and executive management staff (EMS). The overseas management division, in addition to writing and maintaining the AID Handbook on overseas support, addresses program and management support problems or questions and generally helps overseas personnel traverse the bureaucracy.

The executive management staff division provides administrative and personnel services to five other offices in the Bureau for Manage-

ment's Directorate for Program and Management Services (M/SER). These offices include information resources management, management operations, contract management, commodity management and associate assistant to the Administrator. Prior to 1983 when EMS functions were centralized, the personnel and administrative services of the Directorate were carried out within each office.

However, overseas activities consume most of the service's time and attention. "Because the EMS officers already were working with the various SER offices and knew

their jobs well, we could focus close attention on the overseas functions," explains Dotherow.

"When ExOs need guidance, they can pick up the phone or send us a cable and be assured a response," adds Meeks. "Because of Dotherow's efforts, the field is getting what it asked for, which is someone who understands the problems, is concerned about them and oversees a responsible, capable staff to deal with them."

A number of recent requests for assistance relate to the missions' increased emphasis on security. For example, a mission in Latin America wanted to start a roving patrol guard service during the evening hours and cabled EOMS for authorization to donate two of AID's older vehicles for this purpose.



Ann Dotherow

"Technically, AID's vehicle management policy doesn't cover security and guard services because that service is purchased from the Embassy," explains Dotherow. "But, in this case, the Embassy did not have the resources to provide a roving guard service.

"We agreed to donate the vehicles by transferring the titles to the Embassy because it's a worthwhile activity, and it's important for people to feel safe." A roving guard service now checks regularly on the residences of all American officials of that mission.

In addition to maintaining close contact with the missions through calls and cables, EOMS meets routinely with mission directors and deputy mission directors when they are in Washington. During these meetings, problems encountered by the particular mission are discussed.

Working closely with the Office of Personnel Management and executive management staff officers in regional bureaus, EOMS also helps determine SER Directorate assignments and transfers on a worldwide basis, based on its knowledge of mission requirements and individual qualifications.

"The Directorate for Program and Management Services is the professional home base for executive officers, general services officers, contract officers, commodity management specialists and computer analysts," explains Dotherow. "We know each of the individuals from a professional point of view. We recommend the best person for the job to the EMS offices in regional bureaus."

One of the office's major responsibilities is to assist the missions' executive officers to acquire, build, renovate, evaluate and dispose of property owned or rented by AID. EOMS has separate authority to purchase land and build or buy office space as well as residences in foreign countries. Dotherow points out that AID is the only foreign affairs agency other than the State Department's Foreign Buildings Office (FBO) with this authority.

Specifically, the management service monitors 57 buildings worth about \$19 million that AID owns and 1,200 pieces of real estate, costing \$21 million in annual rental payments. Each year, EOMS oversees the purchase of property valued at about \$3 million. In 1984, it was involved in acquiring or vacating 600 rental properties.

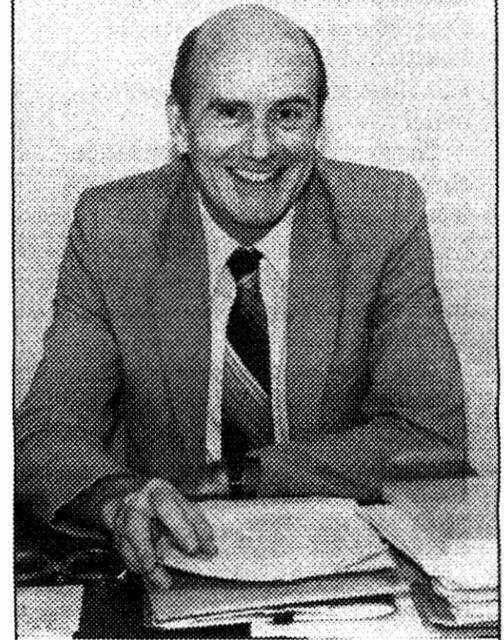
"AID has excellent resources overseas," says Dotherow, who completed the graduate program of government and business at George Washington University under AID's long-term training program.

"Over the years, AID has placed a lot of emphasis on managing a mission. We know how to manage projects, and we've put the same emphasis on building the support structure necessary to implement projects," she says. The support structure includes maintaining good relations with U.S. Embassy and host country personnel.

The executive officer reports to the mission director but turns to the Executive and Overseas Management Service for interpretations

of policy and other matters having to do with the way the mission manages resources in other countries. Those matters include, for example, ascertaining if a particular activity is covered by that country's bilateral agreement or verifying that a specific procurement request is usual and proper.

"From the moment someone arrives in country," explains Dotherow, herself a former executive officer, "he or she is likely to call on the ExO for assistance. The executive officer must be able to respond to specific needs, whether it is to retrieve air freight from customs or usher commodities for a project through the system."



Bill Meeks

Because of the intricacies of the job, the ExOs may wish they had sleight-of-hand techniques to help them through their routine. Speaking from her own experience, Dotherow notes, "An ExO learns to provide everything regardless of how little is on hand. Also, an ExO learns how to say 'no' in a way that doesn't sound like an emphatic negative by proposing as alternatives those commodities that can be provided. He (or she) wants to keep everybody happy."

"For example, it's very important for AID's employees to obtain comfortable housing suitable to individual family needs," Dotherow continues. "If you can satisfy an employee and family with the right house from the beginning of his or her tour, the employee's work output will be greater. It detracts from the real purpose of being overseas if a person has to worry about the family's comfort and security or if a spouse and children are unhappy," she says.

An innovative solution to a potential housing problem in Ethiopia illustrates just one of the creative approaches EOMS has taken in order to meet the needs of AID employees and contractors. When AID reopened its office in Ethiopia in October 1984, decent housing

(continued on page 9)

Survival

From page 1, column 4

million will be contributed to the League of Red Cross and Red Crescent Societies for their "Child Alive Program" in India and Bangladesh.

A grant of \$3.5 million was awarded to UNDP to support eight child survival activities in seven countries, primarily in Africa. Among these are an immunization program in Chad and ORT projects in Sierra Leone, Somalia and Zambia.

In Haiti, AID signed a \$2.9 million grant July 29 with the Haitian-Arab Center, an indigenous PVO, to inaugurate a four-year project called "Mobilizing Mothers for Child Survival." Mission Director Jerome French pointed out that the program will help save children's lives "by taking care of mothers so they give birth to healthy children."

The program will focus on several kinds of prenatal and early infant health care for high-risk women and children, including ORT, breastfeeding, nutritional weaning foods and immunization. About 15,000 mothers are expected to participate.

The grant also provides for the development of an Institute for Child Survival to coordinate operations research and for a public health training center, to be located at Cite Simon.

Managed by the Haitian-Arab Center, project activities will be

carried out by the Association of Private Voluntary Health Institutions, Save the Children Federation and over 30 other PVOs involved in health care in Haiti.

In Asia, ORT programs will be increased in Bangladesh under the terms of a \$5 million grant signed July 24 with Population Services International (PSI). A nonprofit company based in Washington, D.C., PSI will help produce and market packets of an oral rehydration product through the local private sector. It also will use advertising based on market research to encourage the preparation of oral rehydration solutions from ingredients readily available in the home, such as salt and molasses.

John Westley, mission director for Bangladesh, commented, "AID believes that the private sector has much to offer in helping cope with problems in health and population. For instance, there are far more retail outlets in Bangladesh than there are health posts, and PSI has had a great deal of success in bringing these outlets into the national population effort. They now can capitalize on that success to bring oral rehydration products to the Bangladesh people."

The Child Survival Action Program supplements the Agency's ongoing health programs funded by the Development Assistance health and nutrition accounts and by Economic Support Funds. Eriksson says that these programs will continue to support child survival objectives by promoting ORT and immunizations and contribut-

ing to developing and strengthening the necessary health infrastructure.

In addition, the Agency has other programs supportive of child survival goals, including encouragement of birth spacing, water and sanitation improvements and research to improve existing technologies and to develop innovative ways to reduce death and disease among children.

The child survival program is a cooperative effort among Agency bureaus. The Bureau for Food for Peace and Voluntary Assistance's Office of Private and Voluntary Cooperation administers a competitive grants program to U.S. PVOs for child survival projects in Asia, the Near East and Latin America and the Caribbean.

Technical assistance, training and other support for child survival programs in developing countries are provided by the Bureau for Science and Technology (S&T). In addition to immunization and ORT programs, S&T supports vitamin A distribution programs to reduce nutritional blindness and supports vector control efforts. To promote child survival technologies, S&T provides technical assistance and training in the use of mass media in the developing world.

Also, the Bureau for Private Enterprise assists in the expansion of local production of oral rehydration salts and provision of commodities.

—Suzanne Chase

CHILD SURVIVAL WORKSHOP

The importance of child survival programs was emphasized during an AID workshop held July 29-Aug. 6 at the Fogarty International Center, National Institutes of Health (NIH), Bethesda, Md.

Health, population and nutrition officers from 16 countries as well as observers from AID, Washington, NIH and other agencies received information on the latest initiatives and technologies for child survival.

During the opening session, Surgeon General C. Everett Koop lauded the Agency for

its Child Survival Action Program and said, "Child survival is a program; it may become a slogan, but it is not a gimmick. AID's child survival initiative may be among the most important efforts in foreign assistance that our government has undertaken. It is a permanent challenge to every nation—ours included—until every child in the world is ensured the best possible chance for survival."

For information on future workshops, call S&T's Office of Health, 235-8326, or Office of Population, 235-9867.

Service

From page 8, column 4

was in such short supply that EOMS suggested AID airfreight modular housing to Addis Ababa. "The idea was far-out, and we weren't sure how it would be received at FBO," says Dotherow. AID draws on the technical services of the State Department's Foreign Buildings Office to ensure buildings meet architectural and engineering standards. But, after considerable negotiation, FBO approved erection of two prefab townhouses on its property.

"In record time—possibly by the end of October—our employees should be able to move into two new townhouses," she adds.

EOMS plays an active role in both opening and closing missions. When the decision is made to open a mission, the management service determines what resources are available and works out a start-up plan. Because EOMS maintains records of all AID-owned property such as offices, warehouses, residences and vehicles, it can draw an accurate picture of what is on hand and what must be acquired to open a mission.

Similarly, when AID phases out of a country, EOMS develops a plan to draw down resources. This

involves itemizing AID-owned personal property and making it available to appropriate users. For AID-owned real property, EOMS determines appropriate disposition or use. Careful planning is necessary in both cases to protect U.S. government property and to ensure supplies are on hand for the person opening or closing the mission.

The last person to leave a mission once AID's operation has been phased out usually is the executive officer. Looking to the future, one of Meeks' primary concerns as the new director is to ensure that the Agency has an adequate number of well-trained executive officers.

According to Meeks, the Agency faces a critical problem in the years ahead because of insufficient numbers of trained overseas executive officers. Budgetary constraints, which have resulted in personnel cutbacks, and less emphasis on recruitment and training in the area of overseas management have contributed to this situation.

"We've got a lot of in-house experience, but we're down to essential personnel," he says. "We have one person covering a post where we used to have four or five. Consequently, the overseas management staff finds it difficult to take leave.

"We need to train others to take over for those executive officers

who are getting closer to retirement," Meeks emphasizes.

"We know the problem is there. My priority is to draw attention to it and solve it."

Overall, Meeks plans to follow Dotherow's lead.

The rapport between the Executive and Overseas Management Service and the missions clearly demonstrates how AID/Washington and the field staff can work together to solve problems quickly and effectively. EOMS receives

plaudits from mission directors, who appreciate its quick response to a problem.

"If the missions send the proper information, we can reply in 24 to 48 hours," summarizes Dotherow. "We rely on good staff work overseas to do our job promptly back here. It's a two-way street. . . ." and, more than likely, a magical combination of a will and a way to help.

Israelow is editor of Horizons.

Security

From page 4, column 4

distributed to all employees, IG/SEC designed it particularly for the many AID contractors who often do not receive security briefings and programs available to direct hire employees.

The Office of Security also provides information pertaining to ordinary street crime. "Apart from terrorism, conventional crime is probably the biggest and most visible threat," Lee says. "Any American living in a Third World country may be viewed as a rich person. If not careful, Americans will be victimized."

To lessen the chances of this, IG/SEC has distributed to missions several new crime prevention

booklets on subjects such as prevention of burglary, auto theft and sexual assault.

Despite the risks of living and traveling abroad, Lee is adamant in discouraging personal handguns for protection. "Your best weapon is right between your ears," he says. "Be perceptive of what is going on around you, follow security precautions, and you should have no problem."

Although the overseas security program is "getting complicated and expensive," Lee says, "the Agency must continue to operate with a high degree of public accessibility but at a level of security that will dissuade terrorist and other criminal assault."

Chase is assistant editor of Front Lines.

Caribbean Crabs Ride Wave of Future

by Ken Kaliski

There is little disagreement among scientists and restaurateurs that the classiest class of marine species is the decapods. Famed for their great taste, as well as price per pound, shrimp, lobster and crab are sought after as the delicacies of the sea.

Yet for the Alaskan king crab, its fame is also its fatal flaw. Through overfishing, the crab catch is declining drastically, and a crash of the fishery is expected soon.

Current applied and development research, funded by AID and carried out by the Smithsonian Institution's Marine Systems Laboratory, is creating a method for farming crabs that may shift the center of production from Alaska to the Caribbean.

The technique is based on growing algae in the Caribbean Sea. It is so successful that Walter Adey, director of the Marine Systems Laboratory, has found a growth rate five to 20 times that of Midwestern wheat. He points out that the production potential of algae would be equal to "the combined grain production for South America, Central America and the Caribbean for 1981," if the technique were only to be applied



Scientists have found growth rates of algae five to 20 times that of Midwestern wheat.

in the waters around the eastern Caribbean islands.

"But people don't eat slime," says James Hester, chief environmental officer of AID's Bureau for Latin America and the Caribbean (LAC), whose office manages the grant. "There are social taboos that must be overcome if the nutrient-rich algae is to be consumed worldwide."

Other uses for algae, such as protein supplements and cattle fodder, are being considered. But, scientists believe that algae might

best be used as fodder for an edible marine grazer, especially a high quality, universally accepted delicacy. The first one that came to mind was *Mithrax spinosissimus*, the Caribbean king crab. Although it doesn't reach the dimensions of its 12-foot Japanese counterpart *Macrocheira kaempfer*, it is nearly comparable in size and perhaps better in taste than its commercial Alaskan cousins.

Pilot projects with this new crab mariculture are currently taking place in the Turks and Caicos Islands, Antigua, the Dominican Republic and soon in Grenada, according to Marea Hatzios, deputy environmental officer for LAC. "Peace Corps volunteers are being used to provide local extension services while Smithsonian staff provides expertise and applied research," she notes.

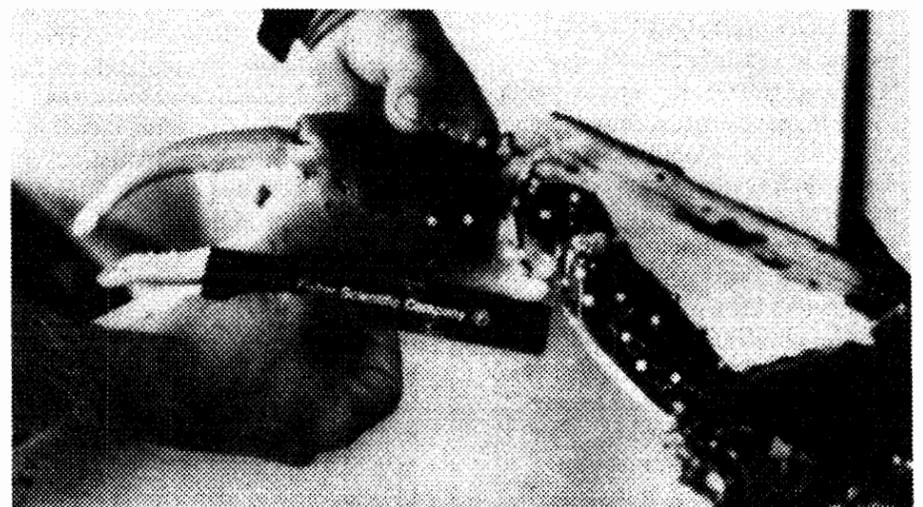
Floating cages, floored and walled with fine mesh screen, are placed in a lagoon area between the beach and coral reef. Female crabs bearing eggs are placed in the cages; the young crabs hatch and eat the algae that quickly grow on the screens. The crabs are fully herbivorous, and fishermen only have to continue to supply the screen-grown algae.

The crab cage was designed to make it practical for local fishermen. "For instance, we started making the framework of the cage from PVC pipe," says Hester. "But that's expensive, so we're now using wood soaked in plastic resin to prevent the cages from being eaten by sea worms."

The experiment shows signs of success. It takes 12 to 15 months to grow a three- to five-pound crab, of which 30% is restaurant-quality meat. Preliminary calculations indicate that for an initial investment of less than \$5,000, a local fisherman can net about \$15,000 a year selling crabs for export or to local restaurants at \$4-\$6 per pound for live crab and \$10-\$18 per pound for meat, according to Adey. When the method becomes more widely established, material costs should decrease considerably.

The demand for crabmeat is essentially unlimited. Whatever the fishermen produce can be sold. The marketing system, originally set up to handle the now overfished lobster and conch, will be used to export the domestic surplus to surrounding islands and the United States, earning much needed foreign exchange. Several major U.S. companies have already indicated they would buy all that is produced if guaranteed a minimum supply.

The success of the project has been recognized quickly by foreign investors. Marine Systems Laboratory has received over 60 requests from interested parties wishing to start their own mariculture



Although it doesn't reach the dimensions of its 12-foot Japanese counterpart, a 12-15 month-old Caribbean king crab is nearly comparable in size and perhaps better in taste than its commercial Alaskan cousins.

operation. Offers for investments of over \$50 million have been made, according to Adey.

But AID and Marine Systems Laboratory feel that before investment is opened to those overseas, local fishermen should establish themselves. "We want to make sure that the disadvantaged people of these countries have the first shot at getting involved," Hester stresses. "We at least want to give them the opportunity to step in on the ground floor."

By resisting investor pressure to begin full-scale production immediately, research can continue to "iron out the bugs," according to Hester. "It's something that's really growing as it's going."

Keeping local people involved also serves to maintain the quality of the environment. "If you give a fisherman, a village or a country an incentive to manage the water behind the reef, they are much more likely to maintain the reef and the quality of the water instead of dumping trash into it. You give the environment an easily seen economic value," says Hester.

"Unlike some aquaculture projects that destroy mangrove swamps and wetlands, this type of mariculture does not use these areas at all," says Hatzios. "Cages are confined to the lagoon area in an essentially vacant niche—the surface," she notes.

Because waves constantly bring water from the open ocean, no depletion of nutrients can occur. "You have an enormous volume of water passing over a fixed point," says Hester. "Even if you have wall-to-wall cages, you still won't be depleting the nutrients from the rest of the lagoon."

AID is now funding a study that will assess the socio-economic impact of production on the area. Such effects may be the overcrowding of lagoons with fishermen or other conflicting uses of the lagoon. "We haven't had any problems with people crowding in at this point in time, although we do consider it to be a potential problem should the project become extremely successful," notes Hester.

"Governments must decide what is the most beneficial use of the lagoon areas. For example, hotels would be very incompatible with crab mariculture," comments Hatzios. "The laws of the host government should try to address these issues before the problems arise."

AID's contribution to the project, \$1,784,000, has been able to fund pilot projects in four countries. Marine Systems Laboratory has accomplished a great deal with the available funds through the use of many volunteer researchers and the purchase of confiscated drug boats that were transferred to the project for a fraction of their retail value (see "Seized Drug Boats Assist in Development" in January *Front Lines*.)

With continued research success and wise use of investor resources, crab mariculture has great potential to raise the standards of living in the Caribbean. So, the next time you throw a king crab in the pot, check its carapace (body) for a red, white and blue shield with two clasped hands.

Kaliski is a Rockefeller Foundation public affairs intern endowed by Mr. and Mrs. Chester McSpadden. He is a senior at Dartmouth College.

The food situation in Ethiopia and the Sudan is almost a different world than when I was there several months ago— unquestionably better,” commented Administrator Peter McPherson on his return to the United States from Ethiopia and the Sudan. “It’s good to go back and see that the relief effort is working.”

During his week-long trip, the Administrator visited several refugee camps and food distribution centers. In a press briefing on Sept. 4, he reported that the relief effort has been very successful in saving the lives of drought victims.

“The impact that our food has is of enormous significance,” he said. “In the Sudan, there are about seven million people being fed, and 85% of that food comes from the United States.”

McPherson described the relief effort in the western Sudan as a three-tiered effort. Private and voluntary organizations (PVOs) are delivering U.S. food by road, rail and air.

The C-140 cargo planes, run by the European community, transport 500 tons of food per day to Nyala, the distribution point for western Sudan. Trucks carry an additional 500 tons per day to the city, and trains carry additional food, although with less regularity. “During the day before and the day I arrived in Nyala, four trains delivered about 2,000 tons of food,” McPherson noted.

“We calculate that by delivering in the range of 600-700 tons per

Effort Saving Lives, Says McPherson

day in western Sudan and properly targeting that food, we will meet the worst problems. In short, we feel we have mechanisms in place that can deliver an adequate

supply of food.”

Food distribution has been a major problem in the Sudan, he explained. Heavy seasonal rains washed out many of the railroad



Administrator McPherson: “We’ve responded to the needs of (Ethiopia and the Sudan) in an enormous way, and efforts of the U.S. government and the PVOs and the contributions from U.S. citizens have saved hundreds of thousands, perhaps millions, of lives.”

tracks and truck routes. “There were tremendous problems because of rain,” McPherson stated. In late July, “there was more rain in two weeks than in the entire previous year.”

AID’s response was to provide three helicopters to distribute the food to the more remote villages.

In Ethiopia, approximately five million people are being fed. “About 60-70% of the feeding is being carried out by PVOs (private and voluntary organizations),” McPherson said.

“Most of the food, in fact, has been delivered and continues to be delivered; however, there are about 120,000 tons of food still in Assad, the major port,” said McPherson, reiterating his demand that the Ethiopian government should “allocate more trucks to move the food out of Assad.”

McPherson also revealed that after much urging from the United States, for the first time, “food has arrived in parts of northern Ethiopia.” If this trend continues, he said another 200,000 people will be able to receive food aid.

McPherson praised the efforts of all those involved in the relief effort. “The reality is that we’ve responded to the needs of those countries in an enormous way, and I deeply feel that efforts of the U.S. government and the PVOs and the contributions from U.S. citizens have saved hundreds of thousands, perhaps millions, of lives.”

See last page for relief update.

—Ken Kaliski

Agency Encourages Environmental Ethic

Through far-sighted environmental review policies, donors can learn to avoid the pitfalls that often result from imprudent development planning.

AID has had such a policy for several years to help developing countries understand and manage their natural resources. Through its policy dialogue, the Agency also has encouraged the adoption of an environmental ethic by other donor organizations.

In Central America, for example, AID’s Bureau for Latin America and the Caribbean (LAC), through its Regional Office for Central America and Panama in Guatemala, is pioneering a program to incorporate environmental planning capabilities in a regional development bank.

“AID has a greater impact on sustainable development by helping other donors adopt and implement sound environmental policy,” says John Horberry of Development Analysis and Programming, Inc., a consulting firm specializing in environmental planning.

Horberry provided technical assistance on the design of LAC’s \$103.4 million Regional Economic Recovery project for Central

America. The project focuses on revitalizing the Central American Bank for Economic Integration (CABEI), a regional development bank. A combination of AID loan and grant funds of \$50 million plus local contributions of \$53.4 million are to be used by CABEI to support infrastructure and agro-industrial activities, according to Jim Hester, LAC’s chief environmental officer.

“The project agreement stipulates that all projects funded by CABEI with AID’s money must be compatible with AID’s environmental policy,” explains Albert Printz, AID’s environmental affairs coordinator. “At first this presented the bank with a problem. The bank may have been concerned with sound development, but it didn’t have sufficient organizational and technical ability to carry out anticipated environmental evaluations. Nor could it guarantee that other banks receiving AID-funded CABEI loans could do the same.”

AID saw this as an opportunity to promote sustainable development in the region by helping incorporate an environmental planning process within CABEI.

CABEI has been very receptive to the idea, having originated an environmental review policy in

1982, says Horberry. But the introduced guidelines were “thrown by the wayside because of financial trouble and because there was no one person at CABEI responsible for environmental oversight,” he notes.

CABEI today is on firmer financial ground. Through its ongoing reorganization, the addition of an environmental review should not add any significant stress to the system, according to Horberry.

By accepting AID’s assistance in establishing environmental planning capabilities, CABEI looks forward to greater assistance from outside the region. “There is a lot of money put aside by donors for environmental work for which CABEI now would be eligible,” says Horberry. “Not only is CABEI keen to fulfill the requirements to gain the confidence of other donor organizations, but by doing so, it will be boosting its own technical ability and ensuring more successful projects.”

Hester points out that the success of a system for environmental review hinges on three factors:

- Incorporating environmental awareness throughout the stages of project planning;

- Establishing a strong focal point for environmental responsibility; and,
- Providing technical guidance to undertake and use environmental reviews.

As part of the project, AID will provide an environmental adviser for one to two years to set up the system within the bank and train a bank employee to take over the position after the project period.

A successful program will permit the bank to ensure that funded projects are environmentally sound and manage natural resources on a sustainable basis. It will give special attention to environmental protection and management projects. The bank also may help other organizations and countries develop the ability for environmental review.

By promoting environmental planning among other donors, AID is helping to ensure the effectiveness of foreign assistance beyond its own projects and immediate influence. In Central America, this policy dialogue provides leadership for the successful integration of environmental planning into the long-term regional strategies for development.

—Ken Kaliski

by Hayward Allen

Lesotho is a patrilineal society, in which the native Basotho men are exclusive landholders and decision makers within the country's 7,900 villages, even if absent from the community. The women at home, including widows, have no claim or rights to the two hectares they and their children till and toil.

On the horizon, however, loom conditions that will demand considerable adjustment by the existing society. The AID mission is currently carrying out a program that will help the men and women of Lesotho prepare for a changing future.

A major project, Lesotho Agricultural and Institutional Support (LAPIS), is being funded by AID at \$28 million for five years.

LAPIS seeks to serve as a model. "Agricultural development is directed at increasing the production of the majority of Basotho farmers who have small landholdings and limited resources for development," says M. Phoofolo, LAPIS's acting senior planner. "The shortage of agricultural land, combined with the increasing demand for income and employment opportunities, is emphasizing agricultural enterprises and practices that increase net returns to farmers."

It is hoped also that the landless Basotho will play an integral part in the agribusiness process, producing inputs—goods and services needed for farming—and handling or manufacturing outputs—produce or products from farming.

The objectives of the LAPIS program include increased production of high-value crops and livestock, extension and technical services, access to credit and increased products.

One of the primary parts of this experiment is the credit union movement of Lesotho.

In Lesotho, where for years individuals have combined small amounts of money to form a pool that is regularly rotated to one person of the group for his or her own use, credit unions seemed a logical extension. By 1966, 4,600 Basotho were being served by 25 credit unions in rural regions. Lesotho Cooperative Credit Union League (LCCUL) was formed in 1968 to provide services and present an organized, representative front to the government and the Ministry of Cooperatives.

Since then, more than 60 credit unions have been organized and serve nearly 30,000 members. Total savings are \$1.5 million, with \$1.1 million in loans to members. The majority of loans are for agricultural purposes. In fact, LCCUL affiliates are unique because they have created an agriculture committee in each credit union, equally important as the traditional credit and supervisory committees.

As the different national agricultural production programs faced difficulties in the credit area, LCCUL member credit unions were

AID Helps Prepare Lesotho for Future



Basotho women who borrowed funds from three credit unions now are able to assist in their country's development.

looked upon increasingly as a means of systematically distributing, controlling and collecting loans. Only two national institutions, Co-op Lesotho and LCCUL, one governmental and one nongovernmental, have a physical presence in many rural areas where agricultural projects are slated and most needed. Co-op Lesotho provides seeds, fertilizers, tools and equipment and collects produce to market, mainly maize, wheat, wool and mohair.

In fact, Co-op Lesotho and LCCUL were partners in a very successful and unique mohair spinning project that began nearly 10 years ago. About 60 Basotho women borrowed funds from three credit unions. They were supplied 60 spinning wheels made from bicycle tire rims and 60 pounds each of raw mohair. They also were shown how to make yarn. AID, CARE, the United Nations, the U.S. Volunteer Development Corps and the Canadian International Development Agency provided funds and technical assistance.

Today, more than 2,000 spinners are capable of turning out 850 pounds of yarn each month that is exported through the Lesotho Cooperative Handicrafts Agency. The effective application of appropriate technology contributes to the decrease of the 4-to-1 import-export ratio Lesotho must cope with each year.

LCCUL members are increasing their rural presence. Some credit unions serve as many as 15 small villages. And, this is on the rise, largely as a result of a grant from the German Overseas Development Corporation.

"With the assistance of the Germans, nearly 30 credit union buildings and offices have been

built in the past two years. LCCUL has been overseeing the construction, but what makes this so special," says G. A. Charbonneau, chief executive officer of the World Council of Credit Unions (WOCCU), who recently returned from Lesotho, "is that each costs only \$8,000. Local contractors' bids ranged from \$18,000 to \$23,000, but because LCCUL purchased materials in quantity and because a single design was used for all buildings, the cost was kept very low. Part of the architectural concept was providing space for a hall that could be used for training purposes and large meetings. This enables the credit union to become a community center as well."

Under the LAPIS program, LCCUL will serve several functions, in addition to being a central financial system. The major funding component will provide up to \$450 to member-farmers (the Lesotho Gross Domestic Product per capita is \$190). This in-kind credit is extended through a Co-op Lesotho voucher that can be exchanged for a production package created and designed by LCCUL and the Ministry of Agriculture.

At present, LCCUL is working with an AID grant that actually eases the credit movement into LAPIS until the LCCUL-LAPIS project is activated fully in March.

A capital loan fund will begin to be accumulated by LCCUL so liquidity is available to supplement credit union needs and to respond to special nonvoucher-type loans requested by farmers. "Production loans should consider the member's full requirements," says Dale Magers, WOCCU's resident adviser with LCCUL. "For example,

improved seed and adequate fertilizer are not helpful if the member's planter is worn out."

Actually, LCCUL and its membership will comprise only about 10% of the LAPIS funds. The four basic elements of LAPIS include production initiatives, agricultural research, agricultural education and agricultural planning. Institutional development on all levels is a major objective in these areas.

These four elements translate into increased smallholder production of high-value field and horticultural crops marketed in great quantities. This will provide commercial institutions significant markets for inputs required by farmers and for outputs they need to sell or have processed.

The ultimate aim is for each farmer to be able to improve his or her family's standards. More returning miners, more of the unemployed and more of the landless will have jobs. And, the nation will enjoy an improved diet.

Expansion also will occur within academic institutions so training and extension programs can meet the needs of all involved.

The delicate environment of Lesotho also has not been forgotten. "Credit in the form of chemicals and spray equipment will not be extended to farmers," writes Phoofolo, "until they can prove they understand the risks and have undergone training in handling and use of recommended formulations."

LCCUL is approaching the government with a proposal that will enable sums to be sent, like payroll deduction deposits or payments, directly to the worker-member's credit union.

One LCCUL promotion piece is a small comic book, "Sebata Learns about Savings." It shows photographs of two friends returning home from work abroad. One says, "I can't believe I'm finally back here! I'm going to enjoy myself every minute, drinking homebrew and admiring the old girls!" The other replies, "I guess, my friend, this is where we go our separate ways. . . ." The rest is a lesson in acquired values learned at the village's credit union, which culminates in both men returning home with their deposit slips in hand and a new member inspired.

LAPIS, LCCUL, the Ministry of Agriculture and the government of Lesotho, through the assistance of AID and others donors, are working together to lead many Basotho to similar conclusions.

LAPIS is a model because it focuses on different portions of the agricultural communities of Lesotho. Cooperatives, credit unions, educational institutions, farmers associations, governmental agencies, international development groups—all are seeking solutions to problems and preparing for the future.

Allen is director of communications of The World Council of Credit Unions.

REASSIGNED

Marshall Brown, deputy assistant administrator, AA/LAC, to counselor to Agency, A/AID

John Champagne, assistant regional development officer, LAC/CAR, to project manager, ANE/NE/TECH/HST

Edwin Chapman, project manager, ANE/NE/TECH/HST, to general development officer, Ecuador

John Coughlin, controller, RDO/Caribbean, to financial management officer, financial analyst, M/FM/LMD

Bruce Eckersley, deputy controller, M/FM/CONT, to controller, Philippines

Lawrence Eicher, assistant population development officer, AFR/TR/P, to health development officer, Nigeria

William Spencer Elliott, assistant project development officer, AFR/PD/CCWA, to project development officer, Botswana

Sharon Epstein, project manager population development, S&T/POP/OCS, to assistant population development officer, Bangladesh

David Fredrick, program officer, Yemen, to assistant program officer, LAC/CAP

Alan Getson, health/population development officer, Rwanda, to project manager population development, S&T/POP/FPS

Helen Gunther, project manager agriculture, Burkina Faso, to assistant agricultural development officer, ANE/ASIA/TR/ARD

Charles Gurney, health development officer, AFR/TR/H, to health/population development officer, Malawi

Robert Halligan, mission director, Thailand, to foreign affairs officer, AA/M

John Heard, project development officer, AFR/PD/EA, to assistant regional development officer, LAC/CAR

Marvin Hurley, assistant development training officer, Egypt, to assistant education development

**WHERE?
IN THE WORLD
ARE AID EMPLOYEES**

officer, ANE/NE/TECH/HST

Raymond McGuire, assistant civil engineering officer, Egypt, to general engineering adviser, AFR/TR/ENGR

Hugh Plunkett, behavioral science adviser, COMP/FS/DS, to project manager natural resources, S&T/RD/RD

Lewis Reade, mission director, Jamaica, to AID affairs officer, AA/PRE

William Rhoads, assistant Food for Peace officer, FVA/FFP/I, to program officer, Peru

Lois Richards, mission director, Liberia, to foreign affairs officer, AA/AFR

Eugene Staples, foreign affairs officer, AA/ANE, to mission director, Pakistan

Alberta Talbert, administrative officer, ANE/NE/EMS, to supervisor employment development specialist, M/PM/TD

Gerold Vandervlugt, health/population development officer, COMP/FS, to health development officer physician, AFR/TR/H

Theresa Vitulano, executive assistant, Egypt, to secretary, OFDA/OD

MOVED ON

Sarah Boehme, ANE/NE/DP/PL

Steven Carlson, GC/PRE

Robert Carroll, Jr., M/PM/CSP/B

Marian Cosmides, COMP/FS

Sheila Dufur, M/SER/COM/GPR/F

Frances Fisher, M/PM/TD/AST

Karmen Erika Gadson, M/SER/CM/RO/AFR

Barton Goldenberg, COMP/FS

Rosa Gomez, M/SER/COM/NEA

Margaret Grohs, LAC/DR

Nadine Horenstein, PPC/WID

Bernadette Givens Joyner, M/FM/LMD

Katherine Kelley, Egypt

Joyce LaFleur, M/PM/CSP/B

Sandra Lindsay, AFR/DP/PAB

Roger Mahan, XA/PA/P

Kathy Martini, M/FM/ESD/TTFS

Valerie Murphy, FVA/PVC/ITA

Carole Neideffer, A/AID

Anna Rae Nelson, S&T/H/HS

Theresa Owen, Pakistan

Claire Palistrant, M/PM/TD/AST

Oscar Rivera-Rivera, COMP/FS

Laura Smith, M/PM/EPM

Karen Peake Tcheyan, S&T/POP/CPS

RETIRED

Jaime Concepcion, Burkina Faso, assistant program officer, after 18 years

George Corinaldi, Niger GD, human resources development officer, after 26 years

B. Ann Dotherow, M/SER/EOMS/OD, executive officer, after 21 years

Hans Bang, M/SER/COM/GPR, property utilization officer, after 18 years

Vincent Walker, M/SER/CM/SD/P, contract specialist, after 24 years

Mary Elizabeth Warner, M/SER/MO/PM, secretary stenographer, after 16 years

Mabel Thomas, M/PM/PP, personnel management specialist, after 12 years

Jack Snead, AFR/TR/ENGR, general engineering officer, after 17 years

Thomas Muntsinger, Sri Lanka/D, regional legal adviser, after 19 years

Billy Jadwin, Dhaka/FA, project manager agriculture, after 19 years

Douglas Owen, Pakistan/MGT, deputy executive officer, after 30 years

Rebecca Smith, USREP/DAC/Paris, secretary, after 21 years

Number of years are AID service only.

PROMOTED

Karin Asghar, FVA/PVC/P, secretary typist

Doris Byrd, IG/SEC/PSI, personnel security specialist

Karen Freeman, LAC/CAP, administrative operations assistant

Dorothy High, AFR/PD/EA, program operations assistant

Janet Hosford, S&T/AGR/RNRM, clerk typist

Johnnie Huffman, S&T/AGR/RNRM, secretary typist

Lawrence Johnson, ES/CCS, administrative operations assistant

Kathryn Kincannon, M/AAA/SER, administrative operations assistant

Herman Lee, Jr., M/SER/MO/CRM, clerk typist

Harry Manchester, Jr., IG/SEC/PSI, supervisor personnel security specialist

Delores McDaniel, M/SER/MO/RM/AP, procurement specialist

Julia Miller, IG/RIG/II/W, secretary typist

Mona Miller, AFR/MGT/MISR, administrative operations assistant

Cynthia Randall, LAC/AJDD, clerk typist

Thomas Stukel, Jr., COMP/FS, deputy mission director

Ayanna Toure, PPC/PDPR/SP, program operations assistant

Hue Thi Tran, M/FM/PAFD/N/SP, accountant

Jonathan Palmer Young, M/SER/COM/SE, secretary typist

GAO Audits May Involve Any Office

 Nobody is immune from the watchful eye of the U.S. General Accounting Office (GAO). At some time, all Agency offices will be involved with a GAO inquiry, review or audit.

During fiscal 1984, GAO sent 11 final reports to Congress concerning AID, and during fiscal 1985, 11 reports already have been issued.

Most GAO reviews originate from congressional requests. After a formal letter of intent is sent to the Agency, a conference is arranged.

A GAO audit may include several bureaus, and a number of Agency

officials may be involved in providing information and documentation. To coordinate responses, each bureau has an assigned audit liaison officer.

Frequent contact with the GAO audit team and team leaders allows managers to explain AID policy and prevent misinterpretations from becoming audit findings. Frequent mini-conferences with GAO personnel provide opportunities to increase understanding of preliminary findings and supply information not considered by the audit team.

At the conclusion of the GAO review, a final conference is held during which preliminary audit results are discussed. The AID representative, responsible for conference follow-up, can provide additional information to dispute any GAO results with which the Agency does not agree.

After GAO writes a draft report, it is sent to the Agency for a 30-day comment period. During this time, liaison personnel solicit comments from all divisions affected by the draft report. These are consolidated and sent back to GAO.

After a period of further consideration, GAO issues a final report to Congress. If the report contains recommendations to the Agency, the Administrator must respond to the appropriate congressional oversight committee.

GAO reports provide a basis for Congress to assess the management of programs administered by the executive branch. The reports may trigger extensive congressional hearings or influence voting on pending legislation. Therefore, the need to provide a thorough and well-researched response to each GAO review is crucial to the Agency's program funding.

Spouses Can Attend Class for Language

Pre-departure language training for spouses of foreign service personnel is now available, according to Mary Huntington, chief of personnel for the Training Division of AID's Office of Personnel Management.

The Washington language training program for spouses was suspended from January to June due to budgetary constraints and the concentration of limited funds on priority training for employees. Despite the curtailment, there was no interruption of language training at posts.

The Washington program for spouses will continue as long as funds are available.

AID Revises Consumables Allowance

S Revisions to the consumables allowance, which became effective July 12, apply to all travel authorizations to "consumables posts" issued on or after that date.

Foreign service officers whose tours overseas are extended for six months or more, or who are returning to a consumables post for a second tour, will be authorized shipment of additional supplies of items that are hard to obtain locally, such as quality canned goods and paper products.

Highlights of the agreement, negotiated with employee organizations and approved by AID management, include:

- Weight allowance for consumables on initial assignment to a consumables post is 2,500 pounds net weight for the officer and his/her family.
- An additional 25% weight allowance will be authorized for each six-month extension past one year. Shipment is to be initiated within 30 days of the beginning of the extension.
- An additional 50% allowance will be authorized for a one-year extension, with shipment initiated within 60 days of the beginning of the extension.
- An additional consumables weight allowance of 2,500 pounds will be authorized for a second tour.

In order for a post to be designated as a consumables post, items required by foreign service officers and their families must be difficult to obtain locally or of sub-standard quality. Posts must submit a justification every two years and may ask for a review at any time conditions at the post change.

An officer assigned to a con-

sumables post is not affected if the post is deleted from the list of designated posts. When a post is added to the list, all officers with more than one year remaining in tour will qualify for a consumables weight allowance.

FOREIGN SERVICE TITLES SIMPLIFIED

The foreign service classification system in AID has reduced 177 position titles to 97. For example, engineering has been reduced from 20 to six titles, and rural development from five to two.

"Basically, the concept is to use the title 'officer' for all positions, eliminating such titles as deputy, assistant and adviser. For example, all education positions will be titled education development officer. Chiefs and deputies, depending on sizes of organizational units, will be titled with the prefix 'supervisory,'" explained Henry Ulrich, chief of the Position Management and Classification Division.

Ulrich said that reduced numbers of occupational codes and titles will help management and employees. "Internal placement of personnel will be simpler. The elimination of 'assistant' titles will facilitate and equalize field-to-AID/Washington reassignments. Current differences between field and Washington positions often have been a source of employee concern," he explained.

The simplification will have no effect on grade levels of positions or on the use of organizational titles. An employee whose official title is supervisory agricultural development officer might have, and use, the organizational title of director of the Office of Agriculture and Rural Development.

All employees affected by the title revisions will be notified. For information, refer to AID General Notice, Revision of Handbook 33, Overseas Position Classification Standards, issued July 15.

WITHHOLDING FOR BASIC INSURANCE REDUCED

You may have noticed on your Statement of Earnings and Leave for the first pay period in August

that the amount withheld for basic life insurance was somewhat smaller than usual.

The Office of Personnel Management has reduced the employee withholding from \$.22 per thousand to \$.20 per thousand. A schedule of the new basic insurance withholding is available from Civil Service Personnel.

—Marge Nannes

TRAINING COURSES SET

Training courses offered by the Office of Personnel Management's Training Division during the rest of the year include:

Mid-Level Entry Training—An overview of AID philosophy, programs and policy, techniques for operating effectively within AID and an intensive study of project design and implementation. Three weeks. Designed for civil service and foreign service employees with up to three years of AID experience. Project Manager: Max Williams, M/PM/TD/PCT, Nov. 25-Dec. 13.

Project Implementation—The course analyzes AID policies and procedures required for successful AID project implementation. Covers project documentation and monitoring, financial management, contracting for services, commodity procurement and participant training. Two weeks. Designed for project officers with two or more years of AID project experience. Project Manager: Clark Billings, M/PM/TD/PMT, Oct. 20-Nov. 1.

Mid-Level Management—The course concentrates on basic management and interpersonal skills and covers defining the role of managers, developing leadership skills and styles, managing by objective, improving communications skills, problem-solving and decision-making, and managing conflict. One week. Designed for managers and supervisors FS-2/GS-14 and above with a minimum of five years of AID service. Project Manager: Daniel Leaty, M/PM/TD/PMT, Dec. 1-6.

Project Design—A condensed review of the fundamental and practical aspects of AID systems and procedures for project design. The course includes preparing budgets, preparing and critiquing PIDs and project papers, using AID handbooks, and understanding AID procedures and

documentation for project and financial management. One week. Designed for employees who have been with AID for up to three years. Project Manager: Jean Stevens, M/PM/TD/PMT, Dec. 9-Dec. 13.

Administrative/Secretarial/Clerical Training—The course is offered monthly for all new administrative, secretarial and clerical employees and in-service employees who qualify for refresher training. One week. Project Manager: Virginia Ballengee, M/PM/TD/PCT, Oct. 21-25, Nov. 18-22.

Supervisor's Role in Personnel Management—The course is designed to broaden knowledge in such areas as labor relations, equal employment opportunity, human relations, career development, employee relations, performance appraisals and position classification and management. One week. Designed for civil service and foreign service supervisors and managers in AID/W. Project Manager: John Jessup, M/PM/TD/AST, Nov. 18-22.

Communications and Records Management Workshop—Workshop covers management and maintenance, telecommunications procedures and regulations, mail procedures, AID's directives system, correspondence management techniques and an overview of AID's micrographics project. One week. Designed for employees involved with records. Project Manager: Claire Palfiant, M/PM/TD/AST, November.

Further information is available from project managers. Application may be made by submitting a completed form SF-132 (or optional form SF-170) to the project manager. Both foreign service and civil service employees' applications should be cleared by their career counselors. The Training Division asks that applications be submitted 30 days in advance of the course date.

Missions Say IARCs Responsive

BIFAD A critique of the programs and issues of international agricultural research centers (IARCs) was featured at BIFAD's July 11 meeting.

Members concluded that the level of AID funding and distribution of funds for the centers have been appropriate.

More than 50 AID missions analyzed financial and program issues regarding IARCs. The study, conducted jointly by the Bureau for Program and Policy Coordination (PPC) and Bureau for Science and Technology (S&T), recommended that up to 15% of AID contributions to IARCs be targeted for special projects.

Allison Herrick, deputy assistant

administrator of PPC, noted that missions have responded positively to IARCs' performances. She said missions look to the research centers for adaptive research, training and information sharing.

John Eriksson, deputy assistant administrator of S&T, described the criteria that AID uses in allocating funds to centers.

Anson Bertrand, director of the Office of Agriculture, S&T, reported on a five-year, \$4.2 million AID effort to promote cooperation between IARCs and U.S. universities. He said that the program would encourage linkages between individual centers and universities to address research constraints.

Other discussions covered the interaction between IARCs and Collaborative Research Support Programs, the relation between core funding and special project funding for IARCs, and the use of P.L. 480 resources for national research.

—John Rothberg



The Republic of Seychelles, located in the southwestern Indian Ocean, is an archipelago of 100 widely scattered islands of granite and coral. Its white sandy beaches, clear waters, and exotic wildlife are among the many treasures its 63,000 inhabitants prize and foreign visitors relish.

Despite the ideal setting, development of Praslin, the second largest island in the Seychelles, has been hampered by an inefficient water distribution system.

During the seven-month dry season, water must be rationed because of reduced river flows, increased agricultural demand, lack of storage facilities and frequent breakdowns in the water system. In addition, doctors working on Praslin report that a major portion of their patients suffer from illnesses caused by water-borne organisms.

A water supply system now is being developed through the cooperation of AID, the Peace Corps, the Japan International Cooperation Agency and the government of Seychelles.

Started in March 1984, the system will increase storage capacity and pipe water where demand is highest, offering more flexibility for dry season use and future development. The system also will help conserve water by metering all connections and charging according to use.

In several areas, the old water mains, fed from low elevation river intakes, will be kept in operation to supply untreated water for irrigation. Creating a separate agricultural system will reduce demand on the treated water system and provide more water for irrigation.

Since last March, the Seychelles Water Authority has built a work center for its 70 employees, consisting of a garage, workshop, store and worker's facility.

The Japanese government is supplying \$2.5 million worth of equipment and materials for the

Collaboration Aids Island Water System

treatment facilities. The facilities will use simple, hand-operated machines that do not require electricity and are easily maintained.

The \$1.5 million in local costs is being financed through AID's Economic Support Fund (ESF) while design and supervision of the project is being carried out by two Peace Corps volunteers. The volunteers also are involved in training local Water Authority workers to ensure that when they leave, the system will continue to operate efficiently for years to come.

Already, two treatment plants have been completed, and by next June, all 4,600 inhabitants on Praslin should have a reliable supply of safe water.

The joint AID-Peace Corps water supply system project is an example of the implementation of the AID-Peace Corps Coordinating Committee's charter that encourages collaboration and information sharing between the two agencies. The Peace Corps also has assisted AID in the extension of a fiscal 1981 Food Crops Research project that was completed early last year.

AID's activities on the islands are managed in Nairobi by the Regional Economic Development Services Office for Eastern and Southern Africa (REDSO/ESA) in collaboration with the U.S. Embassy in Seychelles.

Involvement in the country began in fiscal 1982 with a \$2 million ESF program to finance petroleum imports for a power plant on the main island of Mahé, which will benefit people in the rural areas as well as those in Victoria, the capital. During fiscal 1985 and fiscal 1986, the Commodities Import Program will help generate local currency to support the East Coast Development project, a \$30 million multilateral activity to develop a deep-water

fishing port and a commercial port on Mahé.

The foreign exchange earnings of the Republic of Seychelles have depended traditionally on exports of coconut, copra, cinnamon and fish products.

Other fiscal 1985 AID funding for Seychelles consists of a \$200,000 P.L. 480 Title II program administered through Catholic Relief Services for maternal/child and school feeding programs, a \$90,000 African Manpower Development Program and \$77,000 for a Special Self-Help program for small community-level projects.

—Richard Oxton (Peace Corps Volunteer) and Lilian Willens

WORKSHOPS AID PLANNING IN AFRICA

Work in a continent where travel and communications are difficult demands early planning.

Advance planning is the critical factor necessary for the Africa Bureau to reach 40 country programs, over 75 new projects and dozens of implementation and evaluation exercises every year.

Held annually at the end of the fiscal year, two project scheduling workshops are hosted by the Regional Economic Development Services Offices (REDSOs) in Nairobi, Kenya, and Abidjan, Ivory Coast.

The most important part of the four- to five-day workshops, organized by the Office of Project Development (AFR/PD) in coordination with the two REDSOs, is the formal, three-day sessions for work load planning. Work load requirements are matched against available REDSO skills and supplemented by AID/W and/or contract skills, as necessary.

A separate scheduling meeting is held for each country. Once the country sessions are completed, a final session takes place to avoid overscheduling people and to reach an agreement on who will provide what services at what times.

Work loads are established for only three to six months. Beyond that, advance planning becomes less precise. Therefore, records are updated periodically by the REDSOs to reflect changes in schedules and projects.

The second important part of the workshops is the plenary sessions that update field participants on the issues that concern AID/W. Topics have included revisions in project guidelines, new sectoral emphases, congressional concerns and interests, the AID budget, Gray Amendment and minority contracting issues, private sector focus and staffing changes.

Plenary sessions also are held for raising issues from the field or for presenting useful information to

the attendees. A number of other meetings throughout the workshops focus on country-specific topics such as the timing of new projects, mission staffing concerns, special implementation problems and future planning. They serve as a valuable supplement to or substitute for field staff visits to AID/W.

Most posts send a senior officer—a mission director or deputy. Many also send their senior project development officer or program officer. Washington attendance is generally limited to the senior staff of AFR/PD, the geographic desks, AFR/TR, AFR/DP, PPC and S&T.

This year a two-day Project Development Officer workshop will be held in conjunction with the scheduling workshops. Also, a small business seminar will take place in Nairobi after the workshops. The scheduling workshops are planned for Sept. 23-27 in Abidjan and Sept. 30-Oct. 4 in Nairobi.

—Laurence Hausman

FLO Sets College Workshop



The Family Liaison Office (FLO) and the Overseas Briefing Center (OBC) will present a Nov. 5 workshop, designed for the foreign service family, that will highlight the college admissions process.

The course will address such topics as choosing and applying to colleges, testing, financial aid and advanced placement courses. An afternoon presentation will focus on higher educational opportunities in the Washington, D.C. area.

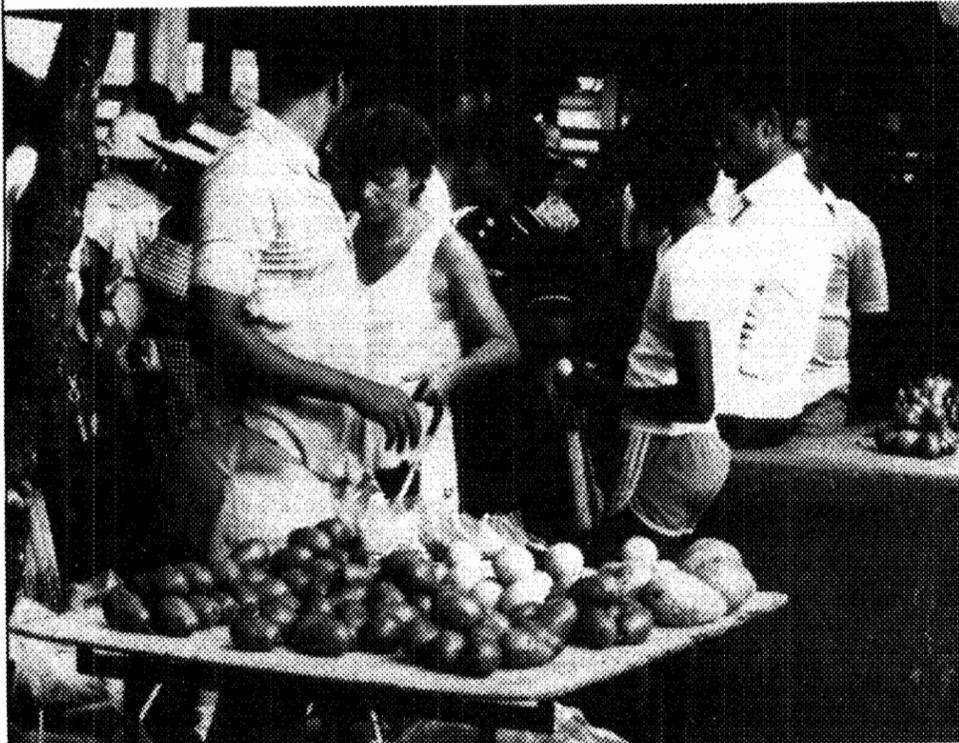
The workshop will be held from 9:15 a.m. to 3 p.m. at the Foreign Service Institute in Rosslyn, Va. To register, call OBC at 235-8784 or 8785.

FLO GETS NEW DEPUTY DIRECTOR

As a foreign service family member, Lynn Gutensohn has served in six overseas posts with her husband and four children during the past 19 years. She now will use her experience to help others as FLO's deputy director.

Before joining FLO, Gutensohn worked as a university instructor and consultant to businesses in Korea, business manager of the American Center's English Language Institute in Jidda and manager of the Navy Federal Credit Union in Hong Kong. She also was chairman of the committee that established the first family liaison office in Bangkok.

Gutensohn holds a bachelor's degree in business and management and a master's degree in public affairs.



The market place in Victoria is one area that will benefit from AID projects.

Agency Emphasizes Energy Issues in Asia

ANE Energy is critical to the well-being and economic growth of developing countries. In Asia, the energy supply affects not only the ability to cook food and light homes; it also enables farmers, for example, to irrigate, process and transport crops to market, thereby earning income to purchase items from the industrial sector. This, in turn, leads to increased production and an improved quality of life.

Yet most Asian countries are facing higher energy prices and, in some cases, shortages of traditional fuels. The Philippines, Thailand, Pakistan and India are among the top 10 oil-importing Third World countries. With much of their foreign exchange earnings being used to pay for imported oil, Asian countries are unable to afford other imports essential to economic development.

Recognizing energy's crucial role in development, AID has invested \$810 million in energy projects in Asia since 1979. These projects fall into five main categories: energy policy and planning, \$10 million; rural electrification, \$300 million; indigenous energy resource development, \$280 million; energy conservation, \$100 million; and fuelwood/wood energy, \$120 million.

Examining ways to maximize the effectiveness and efficiency of these projects was the purpose of a recent workshop sponsored by the Bureau for Asia and the Near East (ANE) and attended by mission representatives and private sector energy experts.

A major conclusion of the workshop was that energy issues need to be stressed in country development strategies. Participants agreed that the energy sector offers a significant and largely unrecognized opportunity to support Agency private sector objectives in the areas of productivity, employment and natural resource management.

The proper fiscal policy environment can attract domestic and foreign private investment to energy resource development, encourage energy technology manufacturing and marketing, and provide large-scale power generation and distribution.

The link between energy and agriculture was also of critical concern to participants. The "agroecosystems" approach was outlined in a panel discussion that stressed such issues as the impact of burning manures and crop residues on soil productivity; the use of oxen versus mechanization; the assessment of energy, forestry and agriculture trade-offs; and the potential for high energy input/output systems.

The workshop concluded with the recommendation of a five-year

strategy featuring specific country activities to further three basic objectives in the link between energy and development:

- Rational pricing systems should be promoted to expand investment in indigenous energy development and encourage efficiency in energy use. For example, Pakistan and Bangladesh are working to reduce subsidies in rural electrification. In addition, energy conservation projects in Pakistan and the Philippines have been undertaken that may minimize the political costs of price reform and allow users to adapt to price increases without loss of productivity. ANE will work with selected missions to strengthen cooperation with the World Bank on pricing issues and strategies.
- The privatization of all phases of the energy system should be urged, to create a climate conducive to private investment, both foreign and domestic. ANE and the Bureau for Science and Technology will concentrate on the institutional issues involved, particularly to

encourage private investment in small and medium electricity generation. These policy efforts will be supported by projects to facilitate the transfer of U.S. technologies in coal, conservation and renewable energy to the private sector in host countries.

- Expanded energy supplies to agriculture and rural industry are essential to increasing productivity for rural development. Work has begun toward this goal with, for example, rural electrification projects in Pakistan and Bangladesh and agroforestry projects in India and the Philippines. For cost-effective reasons, participants stressed improvement in efficiency of these existing energy sources as an alternative to the more expensive development of new energy sources.

The Asia energy workshop was the first in-depth assessment of ANE's experience in this area since the program was made a priority in 1979.

—Robert F. Ichord, Jr.



Expanded energy supplies to rural industry are essential to increasing productivity for rural development.

Grenadians Awarded Scholarships

ANE Twenty-one Grenadian students will be studying in the United States this year through scholarships awarded by the Bureau for Latin America and the Caribbean (LAC) and AID's office in Grenada.

The students, formerly studying in Cuba, returned to their homes following the October 1983 rescue mission. The new government of Grenada offered to continue supporting the students and opted for training in the United States.

Placement was difficult because many schools were concerned that students might not perform well, stated Paul White, AID project manager. Performance records were not available for the time spent in the Cuban schools.

Despite this, 11 historically black colleges and universities (HBCUs) in the United States opened their doors to the students. The presidents of these institutions, through their flexibility and cooperation, deserve much credit for granting the provisional admissions, said White.

The concern over performance proved to be ill-founded. After a semester of study, White said, more than two-thirds of the students are on the Dean's list.

The students from Grenada are enrolled for two years of study with an option to continue for a bachelor's degree in selected fields. The study areas include engineering, economics, business administration, food technology, hospital administration and management,

navigation and soil sciences.

The Grenadians are excited about their opportunity to study in the United States. Commenting on their academic and social experience, one student remarked, "I have no time to be homesick. I have too much to do." Another student said she is frequently asked about her country and culture and finds U.S. students very friendly.

The students are enrolled at Fisk University, Spelman College, Alabama A&M University, Howard University, North Carolina A&T State University, Central State University, Tennessee State University, Clark College, Morehouse College, Tuskegee Institute and Texas Southern University.

Placements of the Grenadian students and implementation of the U.S.-Grenada scholarship program was done in cooperation with the National Association for Equal Opportunity in Higher Education (NAFEO), under a cooperative agreement between AID and NAFEO. Interviews were conducted in St. Georges, Grenada, Dec. 11-12, 1984, and the successful applicants arrived in the United States on Jan. 5. Placements that usually take two to three months were expedited in two weeks.

An evaluation of the program has shown it to be a success. Based on the enthusiastic HBCU response to this Grenadian participant training effort, LAC is considering offering special HBCU scholarships under the Central American Peace Scholarships Program.

PERSONNEL CHANGES

In June, Malcolm Butler, formerly executive secretary of the Agency, assumed the duties of deputy assistant administrator for LAC.

Butler replaces Marshall Brown who has been approved as counselor to the Administrator.

In July, William Wheeler assumed the position of director, Office of Development Programs. Wheeler, formerly director of the Regional Development Office in the Caribbean, replaces John Oleson, who retired.

ASSISTANCE PROVIDED IN MANAGING PVOs

Through LAC's continuing Private and Voluntary Organization (PVO) Management Assistance project, missions are being helped to explore the best use of local and U.S. PVOs.

The regionally-funded project supports long-range PVO sector planning and evaluation by developing workshops for training local PVO personnel in managerial and financial matters; by assisting in the improvement of project design and implementation; and, where appropriate, by assisting in the formation of PVO associations.

The \$165,000 project will assist missions in Costa Rica, Bolivia, Peru, Guatemala, Grenada and Barbados.

—Bernice Goldstein

FROM WID

WThe U.N. Decade for Women concluded with a world conference that produced a first for women worldwide—a 15-year strategy adopted unanimously by 150 nations, including the United States.

The 12-day conference, held in Nairobi, Kenya, July 15-26, brought together 2,100 official U.N. delegates and more than 10,000 representatives of nongovernmental organizations (NGOs) worldwide.

At both the official U.N. conference and the concurrent NGO "Forum 85" that began July 10, attention focused on the Decade for Women themes of equality, development and peace, as well as the subthemes of education, employment and health.

Maureen Reagan, head of the official U.S. delegation, said the United States had "come back with a win" from the conference.

Calling the *Forward Looking Strategies* a document that "reflects the best dreams and wishes of women" as it outlines goals for improving their status by the year 2000, Reagan noted that Third World women "don't have anywhere near what we would consider to be an even chance at the future. The fact that their governments participated and accepted this [*Forward Looking Strategies*] language is great hope for those women in the future."

Delegates had an opportunity to see firsthand how rural Kenyan women live, causing U.S. representatives to view issues from a different perspective, said Reagan. Following a visit to the Machegecha Kabiro Women's project, she noted, "I like to see that women have created an industry for themselves. But when I sit in meetings and listen to some of the debate that is so far afield from the problems of these women—who are making bricks with their hands to earn money to feed their children—it makes me very angry."

The official U.S. delegation focused its efforts on four issues, including women in development, literacy, refugee women and family violence.

Sarah Tinsley, deputy assistant administrator of AID's Bureau for External Affairs and member of the official delegation, said, "Nairobi was a milestone for women in development. It was clear that the United States has made landmark achievements in addressing gender issues in its development strategies—mainly in stressing the economic roles of women. The U.S. delegation's intense efforts to center discussions on issues unique to women were critical to emerging from the conference with a worldwide consensus on strategies that should be considered for the future. This is the first time in the decade that such a consensus has been achieved."

The U.N. conference served as an opportunity for nations to review

Conference Focuses Attention on Women

achievements, assess constraints on women's status and note potential contributions to the development of national economies. The consensus among nations was that while some progress has been made, much remains to be done—especially in providing better health and economic opportunities for women, according to Tinsley.

While political debates among the U.N. delegations tended to dominate the headlines, participants emphasized understanding the differing roles and needs of Third World women. The U.S. delegation continually stressed the need to address specific and substantive economic and social concerns affecting women.

"The conference provided a forum to strengthen the role of women in development."

At Forum '85 a series of workshops, lectures and discussions took place. Similar NGO events occurred during the two former U.N. Decade meetings: in 1975, in Mexico City and in 1980, at the Mid-Decade Conference in Copenhagen.

AID's Women in Development (WID) Office provided funding assistance to over 100 Third World women leaders from 37 nations in Africa, the Near East, Asia, and Latin America and the Caribbean, enabling them to attend the Nairobi NGO forum. In addition, WID was involved in a variety of activities throughout the U.N. Decade.

AID also provided financial assistance at the NGO forum for selected workshops, including those on women, law and development; the use of technology transfer in development programs; and issues

affecting refugee women.

In addition, the Nairobi mission arranged for the U.S. delegation and members of the press to visit rural and urban development projects in the Nairobi area.

AID, the U.S. Information Agency and the Peace Corps also sponsored an exhibit at the American Cultural Center in Nairobi featuring agricultural and income-generating projects that have been developed by Kenyan women farmers as spin-offs from the AID-funded Rural Women's Extension program.

The WID Office distributed a macroeconomic study emphasizing public policies that can inhibit or facilitate economic integration of both rural and urban women in the Third World and a statistical chart book with demographic data on women in 120 countries.

Overall, the U.N. conference produced important implications for development planners and policymakers. According to Tinsley, it brought global attention to many issues affecting women, provided an official forum in which to appraise women's progress in the past 10 years and developed strategies geared to strengthening the role of women in development in the future.

—Deborah R. Purcell

UNDP IMPROVES PROGRAM

Administrator Peter McPherson and Ambassador Alan Keyes, U.S. representative to the U.N. Economic and Social Council, led a U.S. delegation to the 32nd session of the U.N. Development Program's (UNDP) Governing Council.

As a result of decisions reached at the June 3-28 session, UNDP will make several improvements in its programs and operations, in-

cluding allocating a greater share of resources for less developed countries (LDCs) and improvement of the Governing Council's oversight to ensure program quality.

In addition, UNDP announced a series of management improvements such as better coordination at the field level and better human resource development. The Governing Council also approved a structure and resource planning level for the fourth programming cycle (1987-1991).

The meeting focused on increasing UNDP's annual budget of about \$750 million. Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) donors who contribute over 90% of UNDP resources worked to keep resource planning levels realistic and to improve program quality.

The council adopted programs to include full reimbursement to UNDP for technical assistance received by LDCs who can afford to pay. In addition, a working group of the council will help the UNDP administrator review country program proposals.

AID, in cooperation with the State Department and the U.S. Mission to the United Nations in New York, will have a key role in this new working group, as well as in other activities stemming from council decisions.

The Bureau for Program and Policy Coordination's Office of Donor Coordination (PPC/DC) will work with other AID offices and bureaus to coordinate the Agency's work on important development issues. Embassies and AID's field posts also will be involved.

Responding to growing donor concern about program quality, UNDP announced a wide range of important internal reforms. These include revamping the design and review process for programs and projects, better enforcement of existing guidelines, and emphasis on accountability of managers on the effective use of resources.

The UNDP also will increase LDC access to short-term, highly-skilled, technical advisory services from sources not normally tapped by multilateral development programs, such as private industry.

UNDP will conduct a series of workshops to review the role of human resources in the development process and explore new approaches for promoting human resource development.

The council focused on the African crisis and the need to link short-term emergency assistance to long-term development needs. Additionally, the council authorized the U.N. Capital Development Fund (UNCDF), which provides grants of seed capital for small development projects in LDCs, primarily in Africa, to establish a concessional loan facility for revenue-producing projects on an experimental basis.

—Mary Lou Becker and Mark Ward



The U.N. Decade for Women was a milestone for women in development. It served as an opportunity for nations to review achievements, assess constraints on women's status and note potential contributions to the development of national economies.

Questions on Relief Answered

AID is involved in one of the largest famine relief efforts ever undertaken. Worldwide concern with Africa's plight has created a national interest in how the Agency helps alleviate hunger in Africa.

To answer many of those questions, Administrator Peter McPherson sent a letter to Congress outlining some of AID's activities. The letter, prepared by the Bureau for Food for Peace and Voluntary Assistance (FVA) with the cooperation of several other AID offices, highlights the volume of resources delivered, despite substantial obstacles. For example:

- Over 1.8 million metric tons (MT) of food, at a cost of over \$772.2 million, have been sent to Africa. Total U.S. government food approvals—emergency, regular program and concessional sales—have now reached 3.2 million metric tons, at a cost of \$1.1 billion.
- Nearly 80% of the emergency food has reached Africa.
- AID has tripled port, rail and truck operations in Cameroon. As a result, Chad will not be devas-

tated this year as many had feared.

- AID negotiated opening the ports of three countries to supply food to landlocked Niger, forestalling famine in that country.
 - AID's airlifting of a U.S. ferry to Mali opened the previously inaccessible eastern region of that country to the delivery of food.
 - To support the rail service in Sudan, AID, in cooperation with the Sudanese government, established a trucking system.
 - With AID's assistance, private and voluntary organizations (PVOs) have distributed food and brought a full range of health personnel and medical supplies to Ethiopia, saving millions of lives.
 - Cholera outbreaks among drought victims in several countries have been controlled with the help of medical personnel and supplies provided by the Department of Defense, PVOs and the U.S. Public Health Service. AID has provided \$2 million for these and other medical programs.
- McPherson's letter also discussed some of the problems the Agency has had in providing assistance to Africa. Problems include:
- Sudan's antiquated railroad system, plagued by frequent track washouts during the current rainy season, has been undependable.
 - Although PVOs have been able to distribute much of the 470,000 MT of food the United States has provided Ethiopia, the Ethiopian

government has not made available sufficient trucks to haul grain to the northern regions where starvation is most acute. This problem has seriously hampered United States efforts to feed the hungry.

"I believe the American people can be proud of the tasks being carried out in their name,"

Administrator McPherson concluded in his letter. "We have had our setbacks and frustrations, but we are doing the job more effectively than ever before. The job is simply one of the largest humanitarian efforts in history."

—Lori Forman

Agency Participates in Urban League Exhibit

AID was among over 200 public and private organizations exhibiting at the Showcase for Equal Opportunity Exhibition at the 75th annual conference of the National Urban League held in Washington, D.C. on July 21-24.

The Office of Equal Opportunity Programs (EOP), through its Community Outreach Program, coordinated the Agency's participation. This included a booth where materials were distributed to interested persons by 13 Agency employees who were available as consultants throughout the conference. The employees provided over 200 participants information about AID, its programs and contracting opportunities.

In his keynote address, Hohn Jacob, president and chief execu-

tive officer of the National Urban League, called affirmative action the "litmus test" of civil rights. He set forth three measures to deal constructively with black poverty: a national welfare level that allows poor families to maintain a minimum standard of living; adoption of a voluntary National Service Program to give disadvantaged young people skills training, education and jobs; and the establishment of a national full employment program to train and provide work opportunities for unemployed young adults.

Other persons addressing the conference were Rep. Mickey Leland (D-Texas), Rep. William Gray III (D-Pa.) and Sen. Robert Dole (R-Kan.).

—Voncile Willingham

Projects Provide Outreach to the Poor

PRE Four commercial institutions in Indonesia, the Philippines and Thailand will initiate new lending operations that respond to national development needs as a result of projects being finalized by AID's Bureau for Private Enterprise (PRE).

The projects are designed to provide credit sources for small- and medium-sized enterprises and provide outreach to the poor by spurring income and jobs.

Projects include:

- A \$2.5 million loan to Bank Niaga in Indonesia, with \$2 million committed initially. Traditionally, Bank Niaga has been a risk lender to large firms. But with the AID loan, matched by its own funds, the bank will create a \$5 million loan pool for short- and medium-term credit to small- and medium-sized firms, mostly outside of Jakarta. Preference will go to borrowers producing non-traditional goods for export. This coincides with

Indonesia's determination to earn foreign exchange. The country's foreign exchange earnings have been reduced by lower oil prices and a slackened demand for other traditional exports.

- A \$3 million loan to Indonesia's Overseas Express Bank, with \$2.25 million committed this year. The bank will provide an additional \$3 million, and the total amount will be available to small borrowers in agribusiness, handicrafts and light manufacturing. PRE expects the \$6 million pool to serve some 1,300 enterprises over the next five years. The expected increase in jobs ties in with Indonesia's emphasis on reviving and diversifying its economy.
- Two \$50,000 PRE technical assistance grants. Bank Niaga will use its grant to train bank personnel in handling small business loans. The grant to Overseas Express Bank will finance training seminars to which personnel from other Asian banks will be invited.
- A \$25 million loan, with \$2 million committed immediately, to Thai Danu Bank in Thailand. The loan will help mobilize a \$5 million loan fund for small borrowers and respond to the government's increased emphasis on expanding job opportunities in agriculture. A \$50,000 grant will be used to train bank personnel in rural areas.
- A \$3 million loan to Far East

Bank and Trust Company, a commercial bank in the Philippines. The loan will mobilize \$6 million in credit for small- and medium-scale firms producing for export. The project supports government efforts to revive trade financing and targets the small business sector for growth.

PRE also is negotiating a loan to a U.S.-based private venture capital company to stimulate similar small business activity in the Caribbean.

The Caribbean project involves a \$2.5 million AID loan (\$1.25 million immediately) to Western Agri-Management, Inc., to help start a \$7.5 million venture capital fund called Agribusiness Investment Corp. The fund is designed to finance small agribusiness start-ups and expansion in the Caribbean, Latin America and Africa. The corporation and the agri-management company will develop, invest, manage and raise money for projects.

The venture capital firm will emphasize "satellite farm" projects, which promote interplay between business and agriculture. Entrepreneurs will be guaranteed financing terms and supplies of raw materials, and farmers will be provided extension services and market outlets.

—Douglas Trussell



AID's Bureau for Private Enterprise is initiating new lending operations that will provide credit sources for small- and medium-sized enterprises and provide outreach to the poor by spurring income and jobs.

Cooperative Effort Benefits Sri Lanka



Two of the larger donor agencies, AID and the World Bank, have demonstrated in Sri Lanka that immense payoffs are possible through interagency collaboration.

The two organizations have been working together for several years in helping the Sri Lankan government carry out water and sanitation improvements.

The cooperative effort was reported recently in a seminar at the World Bank's headquarters in Washington, D.C. Gautam Sengupta of the World Bank and Hohn Austin of AID's Office of Health presented the information. Richard Fox of Camp Dresser & McKee Inc., the contractor for AID's Water and Sanitation for Health (WASH) project, also participated.

Although a number of donor nations and agencies have been trying to solve Sri Lanka's water and sanitation problems, most donors have differing objectives and methods. Thus, in a map displayed by Fox, Sri Lanka is carved into areas served by particular water and sanitation project donors rather than into areas representing management, operations and financial needs.

Another problem identified was the management of Sri Lanka's National Water Supply and Drainage Board (NWSDB). It was set up to provide expanded water and sanitation services with little emphasis on commercial activities. However, a joint AID-World Bank evaluation in 1983-84 projected the board would have an annual deficit of over one billion Sri Lankan rupees (\$37 million) by 1995.

This estimate provided an incentive for the government to redirect its policies.

At the government's urging, the World Bank and AID mapped a strategy to strengthen the utility.

When the collaboration started, representatives of the two donors quickly came to the conclusion that NWSDB needed strengthening before any additional major investment in infrastructure was made.

Difficulties in cost recovery, maintenance, and management of new construction supported this decision. Fox said, "The initial efforts of the strategy were to be devoted to designing and implementing an institution-strengthening project supported by AID. Later, steps would focus on developing new systems, rehabilitation and other infrastructure needed to expand levels of service."

One of the features of the project development was an AID-sponsored workshop for operations and maintenance managers of the water board.

AID used three teams of consultants from the WASH contractor, one to design and conduct the workshop, a second to gather back-

ground information and the third to design the institutional development project. The teams relied on analyses funded by the World Bank and other donors. The bank also provided data when the AID project design team was uncertain as to which elements of the institutional program should get priority.

In view of NWSDB's fiscal policies and the needed coordination among donors, the World Bank and AID determined that a strategic plan should precede the project. Because AID could not initiate these activities immediately, the World Bank funded the development of the strategic plan, which was finished last January, several months before the institutional project started.

The strategic plan focused on commercial and investment policies, including the need for continued, aggressive investment in infrastructure. Other recommendations included:

- Expanded use of the private sector;
- Separation of piped and non-piped system budgets, with the goal of eliminating subsidies to piped systems within three years;
- An aggressive program to increase revenue; and,
- A limit on investment for four years to allow the water board to strengthen its management capability.

AID is providing \$12.3 million of the \$19.6 million project, and the Sri Lankan government is providing the rest. The project will include two new construction sites, four rehabilitation sites, health education and rural sanitation. Efforts to strengthen NWSDB through planning, design, construction, financial management, human resource development and operations/maintenance also will be made.

Items that exceeded the available AID funds were identified for the World Bank and other donors to sponsor.

—Edward Caplan

THREE PROJECTS CITED

Case studies of successful forestry development projects have been compiled by the World Resources Institute's Tropical Forest project. The collection includes three projects influenced or carried out by the Office of Forestry, Environment and Natural Resources (S&T/FNR). These are:

- Haiti's Agroforestry Outreach project. Initiated by Mike Bengé, S&T/FNR agroforester, the project examined agroforestry and fuelwood needs. By introducing species of fast-growing trees and new technology, the project is getting small farmers to grow trees as a cash crop. So far, several million trees have been planted.
- The development of national conservation strategies. S&T/



By introducing species of fast-growing trees and new technologies, the Agroforestry Outreach project in Haiti is encouraging small farmers to grow trees as a cash crop.

FNR's Environmental Planning and Management project, managed by Molly Kux, staff environmentalist, contributed to natural resource conservation and involved nongovernmental organizations. Because of this project, national conservation strategies for Nepal, Sri Lanka and the Philippines are being supported by the International Institute for Environment and Development (IIED) and the International Union for Conservation of Nature and Natural Resources (IUCN).

- The International Seminar on Forest Resource Administration and Management. Cited for its program on institution building, education and networking, the seminar is conducted by the University of Michigan and the U.S. Forest Service under AID's Forest Resources Management project and managed by Dan Deely, S&T/FNR forester. The seminar examines forest resource issues in organization, administration and community impact and involvement.

AID Provides Protection



AID's Office of U.S. Foreign Disaster Assistance (OFDA) is involved in a massive, worldwide "cover-up" that has

escaped the notice of the world press. In January, 30,000 people were left homeless in Fiji when two cyclones hit the country's main island. Two months later, a violent earthquake struck the coast of Chile, leaving thousands of families without shelter. Across Africa, drought has forced thousands to seek food in makeshift camps.

The "cover-up" has been operating in all of these scenarios because OFDA has distributed thousands of meters of plastic sheeting to provide immediate shelter for the homeless.

Reinforced plastic sheeting, made from a strong polyethylene material that is more versatile and less expensive than tents, is the result of 20 years of AID research and technical development. It is waterproof, flame retardant and resistant to damage from heat and sunlight.

Stored in emergency stockpiles that OFDA maintains around the world, plastic sheeting is ready to be shipped anywhere, anytime. In Chile, OFDA shipped plastic sheeting from its stockpile in Panama—

it arrived within 24 hours. Fijian cyclone victims received plastic sheeting from OFDA's stockpile in Guam and Singapore equally as fast.

Each roll is 240 square meters, can make 12-15 temporary shelters and can be cut into various sizes for distribution and construction. In Chile, an OFDA team visited field sites to monitor and assist operations, encouraging experimentation with different ways of dividing and using the plastic.

Some residents built complete shelters, using the plastic for roof and walls; others covered gaping holes in walls or constructed extra rooms for homeless relatives. In most cases, the sheeting was used as roofing for one-room shelters assembled with salvaged cardboard, wooden planks and corrugated zinc sheets. One family moved into the back of their pickup truck after draping it with plastic sheeting. Even the water-resistant cardboard boxes in which the plastic was shipped were put to use as cribs and containers for clothes or food.

The fact is that OFDA's cover-up is providing protection from the elements for thousands of disaster victims.

Also, the fact that homeless victims can quickly and effectively create their own shelters produces a favorable psychological impact and is an important step toward recovery.

—Jane Kochman