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Assistant Director John Roberts

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Director Herbert N. Miller

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Director Jay P. Johnson  
Deputy Director Mosina H. Jordan

**Ghana Accra**  
Director William S. Lefes

**Kenya Nairobi**  
Director Steve W. Sinding  
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**Lesotho Maseru**  
Director Jesse L. Snyder  
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**Liberia Monrovia**  
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Deputy Director Michael A. Rugh

**Malawi Lilongwe**  
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Director Peter Benedict  
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Director Sarah Jane Littlefield  
Deputy Director George Carner

**Somalia Mogadishu**  
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Deputy Director Frederick E. Gilbert

**Swaziland Mbabane**  
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Deputy Director Arthur S. Lezin

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Deputy Director for Regional Programs Pamela Hussey

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AID Representative John B. Woods

**Djibouti Djibouti**  
AID Representative John A. Lundgren

**The Gambia Banjul**  
AID Representative Byron H. Bahl

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AID Representative  
Gussie L. Daniels III

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AID Representative  
Emerson J. Melaven

**Togo/Benin Lome/Cotonou**  
AID Representative Myron Golden

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**Mozambique Maputo**  
AID Affairs Officer Alan A. Silva

**Nigeria Lagos**  
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AID Representative Gary T. Mansavage

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Director James R. Phippard

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**Oman Muscat**  
AID Representative Furman G. Towery

**Portugal Lisbon**  
AID Affairs Officer William F. Gelabert



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Deputy Director George A. Wachtenheim

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Deputy Director Richard K. Archi

**Dominican Republic Santo Domingo**  
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Deputy Director John R. Eyre

**Ecuador Quito**  
Director Frank Almager  
Deputy Director Gerald R. Wein

**El Salvador San Salvador**  
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Deputy Director Bastiaan Schouten

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Deputy Director Carl H. Leonard

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**Colombia Bogota**  
AID Representative James F. Smith

**Mexico Mexico City**  
AID Representative Samuel Taylor

**Uruguay Montevideo**  
AID Representative Paul W. Fritz

**NOTE:** Asuncion, Paraguay, has been redesignated an AID Section with no U.S. personnel.

## INTERNATIONAL ORGANIZATIONS

**U.S. Mission to the United Nations**  
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Development Coordination Officer—Harold S. Fleming

**U.S. Mission to the U.N. Food and Agricultural Organizations**  
(including FAO, WFP, WFC, IFAD)  
Rome, Italy

**U.S. Executive Director to the International Fund for Agricultural Development (IFAD)—Vacant**  
Attache for Development Affairs—H. Peters Strong, Jr.

**U.S. Mission to the Organization for Economic Cooperation and Development**  
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**U.S. Representative to the Development Assistance Committee—David Lazar**

**Office of the U.S. Executive Director to the Asian Development Bank**  
Manila, The Philippines

**AID Development Adviser to the U.S. Executive Director—Kevin Rushton**

# FRONT LINES

THE AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

DECEMBER 1986

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

PN-ACZ-537



25th Anniversary Issue

## Foreign Aid Helps Developing World, U.S.

by Roger Noriega

**N**o other program rivals AID's global accomplishments. Twenty-five years have given us confidence in people in less developed countries and in our ability to help them solve their problems and live better lives," Administrator Peter McPherson declared before a National Press Club audience in Washington, D.C., Nov. 12.

In an address marking the twenty-fifth anniversary of the Agency, McPherson said that AID's accomplishments are underestimated and misunderstood by the public.

"Foreign aid works," he said. "The problem is, too few Americans know it works. And, they aren't going to support a program they don't know much about, especially when budgets are tight."

McPherson stressed that foreign assistance is carefully planned to promote peace and prosperity. "Foreign aid is not a handout. Development of the Third World is an investment that benefits both Americans and the people of developing countries," he said.

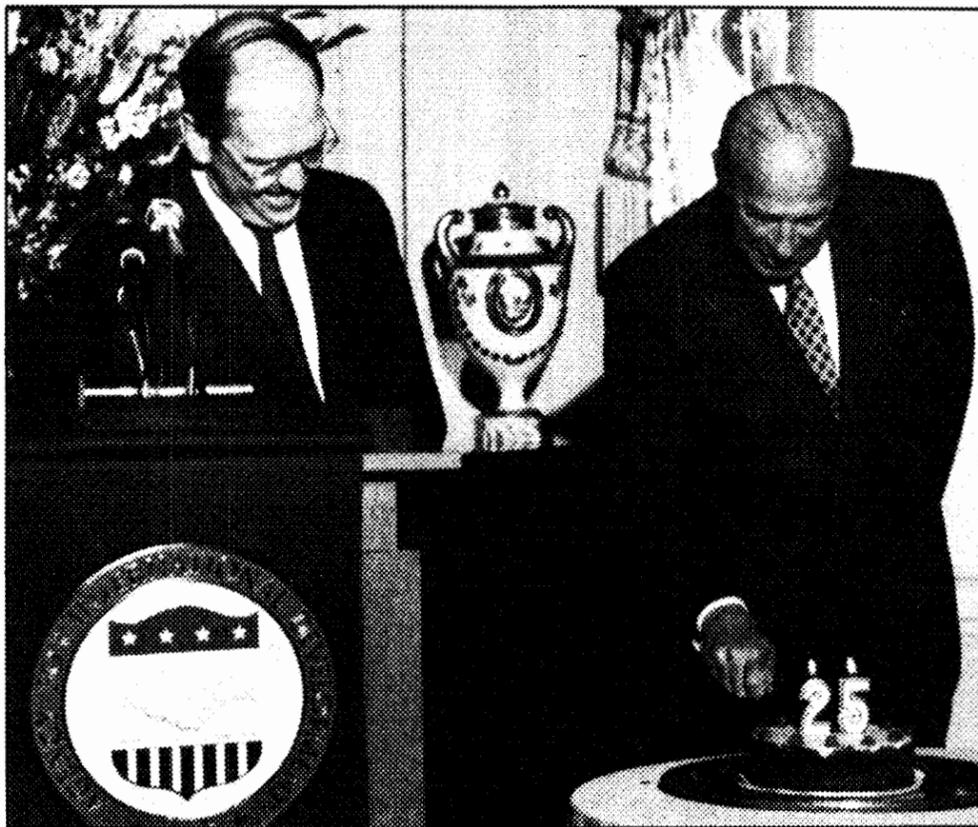
He noted that the assistance that helped to develop the economies of South Korea, Mexico and other

countries has substantially benefited U.S. business. "Mexico, which received \$78 million assistance from us, bought \$1.7 billion worth of U.S. products in 1983 alone," he reported.

Economic and political stability is critical to U.S. national security, said McPherson. "America does best when we have a prosperous, growing world; the Soviets do best when things are in turmoil," he said, responding to a question.

McPherson outlined significant improvements in the quality of life in the Third World that AID has helped to bring about in the past 25 years. Child mortality has been cut in half, he said. Today, most children enter primary school, while very few did so in the 1960s. He also noted that life expectancy has increased by 10 to 20 years in the Third World.

McPherson likened AID's role in the "Green Revolution" in Asia to the Marshall Plan, which revitalized postwar Europe. "Twenty years ago, India had a famine of historic proportions. Without the miracle wheat and rice varieties developed and provided to India with AID's help, this region would probably still face the risk of famine," he said.



Secretary of State George Shultz cuts AID's 25th anniversary cake. The cake's size, according to Administrator Peter McPherson, represents the small budget allocated for AID activities.

If not for this development, McPherson suggested, India would likely be a far less stable nation than it is today. "Without a democratic India, Asia would be much different today," he asserted.

AID's leading role in promoting oral rehydration therapy, which could save the lives of five million children every year, was among recent accomplishments cited by McPherson. During the recent African famine, the Agency also contributed over three million tons of food to starving people, which he called "the greatest relief effort ever undertaken by a single country."

He said that foreign assistance must be applied in a "comprehensive strategy" to tackle three major obstacles to world development: constricted world trade, lack of capital and political instability.

"These past 25 years have taught us much about what works and what doesn't work in promoting economic development," he said. "We have learned that simply giving away money without conditions does not work. Foreign assistance can only succeed where there are growth-oriented economic policies in place and a sustained commitment by the government in the recipient countries."

McPherson also noted the growing importance of the individual in development. "Individuals will respond when there are economic incentives for their work and productivity. The energies and aspirations of individuals are the driving force behind development."

This emphasis is compatible with the new momentum of market-oriented economies and democracy in the developing world. McPherson said these were among the "bright spots" in development.

"A pluralistic and open political

climate is the best way—the only way—in which the aspirations and dreams of individuals can be fully realized."

McPherson noted that the growing understanding of the importance of women to development is also a positive sign. For example, he said, women are responsible for up to 80% of the food grown for home consumption in Africa. And, "Mothers are the first line of defense against childhood disease," he added.

McPherson is optimistic about the future of the developing world. "I see great strides in health," he said. "I believe we will find the means to deal with most tropical diseases, including malaria. We will almost see the end of common childhood diseases such as polio and measles."

"There will be a 'Green Revolution' in Africa," McPherson predicted. "We will make great progress in increased production and developing drought-resistant grains in arid regions of the world where so many millions of people live."

"I believe that free markets and democratic institutions will be the norm instead of the exception" in the Third World, he said.

"All the children born this year will reach maturity by the turn of the century," McPherson said. "Very few of their children will be born into conditions that are now common in the Third World. They will be born into a brighter world, a safer world, a better world."

"Foreign aid is helping to create this world," McPherson concluded. "We can't give up now. Because when people are given control of their lives, they're free to do more than exist. They can begin to live."

*Noriega is the senior writer/editor in the Office of Publications.*

## Caribbean Initiative Offers Opportunities

**T**he Caribbean Basin Initiative (CBI) "offers opportunities, not guarantees," Deputy Administrator Jay F. Morris told delegates to the 10th annual Conference on the Caribbean, held in Miami Nov. 17-20.

The conference focused on what some delegates perceive as problems with the CBI, a 12-year regional trade and economic development offensive launched by President Reagan in 1984.

"The CBI has not fulfilled its lofty promise as quickly as most of us expected and all of us hoped," Morris noted. However, he said it is too early to consider the initiative a failure.

"The CBI has not failed," Morris emphasized. "It just hasn't fully succeeded. I'm here to assure you that AID remains committed to do all it can to encourage trade and growth in the region over the full life of the program and beyond."

Morris cited many examples of how the United States has worked with its Central American and Caribbean neighbors to revitalize private financial institutions and expand available credit to entrepreneurs. He also cited U.S. efforts to bolster the region's agriculture exports.

"Above all, we've devoted ourselves to creating an environment that will nurture free market trade and investment," said Morris. "Since 1983, AID has invested more

than \$2 billion in a wide variety of programs to sustain regional economies, help the private sector perform and improve business climates throughout the Caribbean Basin."

Morris pointed out that stronger industry and trade in this region are mutually beneficial to the United States and its Caribbean partners. For that reason, AID has helped build the infrastructure of Caribbean countries to enhance their economic potential. For example, the Agency helped rehabilitate roads and improve power generation in the Eastern Caribbean nations of Dominica, Grenada, St. Lucia and St. Vincent.

AID also has encouraged significant economic reforms in Caribbean countries to improve their investment climate. This involved the reduction of export restrictions, liberalization of interest rates and privatization of state-owned industries, according to Morris. He also noted U.S. efforts to train bankers, business managers and other policy-makers who are vital to sustaining an export-led economy.

Another component in the U.S. development strategy in the region, according to Morris, is ensuring the availability of market-rate credit, which is vital to economic growth. He also said that AID has helped U.S. businesses acquire financial backing for their ventures in the Caribbean Basin through the Office

(continued on page 18)

## Entrepreneurs to Share Marketplace Training

The Agency is joining forces with private businesses and industries in the United States to provide free on-the-job training to people from less developed countries (LDCs).

The new project, called Entrepreneurs International, was launched officially in Philadelphia on Dec. 2 with the first of three regional conferences. The conferences are designed to coordinate the program with businesses interested in participating.

"The Reagan Administration recognizes that private business is the foundation of the American economic system, and Entrepreneurs International will help build that foundation in developing countries," says Thomas Patrick Melady, White House coordinator for International Private Sector Training who pro-

**"This training is unique in that it is being done by the private sector for the private sector."**

posed the program to President Reagan. Melady also is chancellor of Spring Garden College in Philadelphia.

"Providing people from developing countries with on-the-job training in the private sector will enable them to take that knowledge back to their country and use it to help advance their business or perhaps start a new business of their own."

Some 200 candidates for training have been identified by AID missions based on private sector needs in more than 60 countries. Anticipated areas of training include agribusiness, tourism, housing, marketing, banking and finance, telecommunications, computers and small-scale manufacturing. Training programs will last from two to 12 weeks.

"Entrepreneurs International will work to meet the goal set by the President's Task Force on International Private Enterprise to undertake a major initiative to expand training for individuals from the private sector in developing countries," Melady said.

Melady pointed out that U.S. companies can benefit from the program because the company conducting the training may have business interests in the trainee's country.

"Put another way, the U.S. company may be training its future customer, supplier or joint venture partner or someone with whom they would want to conduct business at some time in the future," said Melady, a former U.S. ambassador to Burundi and former assistant secretary for post secondary education.

Melady said the program is in response to a significant increase in

requests from Third World leaders for the United States to share its marketplace skills.

"This training is unique in that it is being done by the private sector for the private sector," said Melady.

"People in Third World countries have indicated they want to try private enterprise as an answer to their debt and hunger problems," Melady said.

"I am convinced that American companies, firms and commercial institutions are prepared to share their experiences with resourceful entrepreneurial types from the Third World.

"The intent of Entrepreneurs International is to build on the training experiences to date and elevate private sector training to a much more prominent position in AID's participant training program," said Joyce Kaiser, assistant director of participant programming in the International Training Office.

Both the White House Office of Private Sector Initiative and the U.S. Department of Commerce have indicated support for the program and will take part in the planned conferences as participating agencies, Kaiser said.

Entrepreneurs International will monitor the progress of the participants. U.S. industries or corporations interested in participating in the program should contact the AID Office of International Training in Washington, D.C.

—Bill Outlaw

## Grant Aids Natural Resources

The Agency signed a \$112,000 contract with the Conservation Foundation, a Washington-based, non-profit environmental research organization, to support a new international program on hazardous wastes and toxic substances.

The AID funds will enable the foundation to provide technical and policy-oriented information to developing countries as part of the Agency's effort to respond to information requests from government officials and private groups.

Drawing on its experience in analyzing domestic environmental issues, Conservation Foundation will work directly with officials from developing countries to help them address natural resources policy and environmental problems in pollution control and water management.

In addition to continuing ongoing programs in Costa Rica, Mexico and Brazil, the organization will expand its program to assist Ecuador, Peru, Indonesia, Jordan, Thailand, Pakistan, the Philippines and Turkey.

## CONTENTS

Vol. 26, No. 12

### NEWS & FEATURES

- 4 **AID: EXPANDING THE FRONTIERS OF FREEDOM**  
by Raisa Scriabine
- 7 **COLLABORATION PRODUCES IMPRESSIVE GAINS**  
India's Minister of Finance Shri Vishwanath Pratap Singh shares his insights on the impact of U.S.-India development activities over the last 25 years.
- 8 **AID-DONOR COOPERATION BRINGS RESULTS**  
Joseph Wheeler, chairman of the Development Assistance Committee of the Organization for Economic Cooperation and Development, talks about past and future foreign assistance challenges.
- 9 **DIRECTING CHANGE TOWARD BENEFICIAL ENDS**  
Science fiction writer Frederik Pohl discusses how change can be used to achieve AID's objectives.
- 10 **FISCHER HONORED AS EXECUTIVE OF THE YEAR**  
by Roger Noriega  
Winner of the 1986 Executive of the Year award, Fred Fischer recounts the Agency's role in responding to the African famine.
- 11-13, **AGENCY SALUTES ITS 25-YEAR EMPLOYEES**  
16 Employees who have been with AID from the start tell about changes that have taken place during the last 25 years.

### DEPARTMENTS

- 9 **SCI—Office Encourages Innovative Research**
- 14 **WHERE IN THE WORLD**
- 15 **AID BRIEFS**
- 16 **OFDA—OFDA Coordinates Disaster Response**
- 17 **S&T—Technology Helps Meet Global Challenge**
- 18 **AFR—Bureau Adapts Aid to African Realities**
- 19 **PPC—PPC Helps Set Agency Goals**
- 19 **EOP—Office Ensures Equal Opportunities**
- 20 **FVA—Diverse Programs Aim to Marshal Resources**
- 21 **M—Personnel Innovations Help Employees**
- 21 **BIFAD—AID, Universities Join Efforts to End Hunger**
- 22 **PRE—Private Sector Addresses Shelter Needs**
- 23 **ANE—Policy Reforms Support Major Accomplishments**
- Back Cover—Who's Who in the Field

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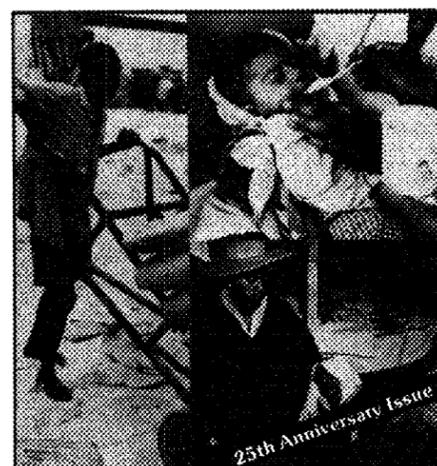


Photo Credits: Cover (upper right), Robert Clay; page 3 (Kennedy), Fablon Bachrach, (Reagan) The White House; page 4 (bottom), Dolores Weiss; page 9, Virginia Morgan; page 16 (top), John Metelsky; page 20, Dolores Weiss.

Cover Photo: For 25 years, AID's programs have helped developing countries to create a better life for their people, thereby contributing to a more prosperous and secure world.

## The Pledge Is Made . . . .



**T**here exists in the 1960s a historic opportunity for a major economic assistance effort by the free industrialized nations to move more than half the people of the less-developed nations into self-sustained economic growth, while the rest move substantially closer to the day when they, too, will no longer have to depend on outside assistance. . . .

We live at a very special moment in history. The whole southern half of the world—Latin America, Africa, the Middle East and Asia—are caught up in the adventures of asserting their independence and modernizing their old ways of life. These new nations need aid in loans and technical assistance just as we in the northern half of the world drew successively on one another's capital and know-how as we moved into industrialization and regular growth.

But in our time these new nations need help for a special reason. Without exception they are under Communist pressure. In many cases, that pressure is direct and military. In others, it takes the form of intense subversive activity designed to break down and supersede the new—and often frail—modern institutions they have thus far built. . . .

We must say to the less-developed nations, if they are willing to undertake necessary internal reform and self-help—and to the other industrialized nations, if they are willing to undertake a much greater effort on a much broader scale—that we then intend during this coming decade of development to achieve a decisive turn-around in the fate of the less-developed world, looking toward the ultimate day when all nations can be self-reliant and when foreign aid will no longer be needed.

—John F. Kennedy

Message to the Congress of the United States,  
March 22, 1961

# AID



# Celebrates Silver Anniversary

## . . . . the Commitment Continues

**O**ur nation was founded on the principles of freedom and democracy that have enabled generation after generation of Americans to realize their dream of prosperity and self-fulfillment. Our foreign aid program has sought to extend that dream to the people of the developing world.

By opening the door to economic opportunity, we have helped many nations turn from dependence to self-reliance. We believe that prosperity fuels the fire of freedom. Our foreign aid is, therefore, not only a symbol of America's tradition of generosity and goodwill, but also a servant of our national interest.

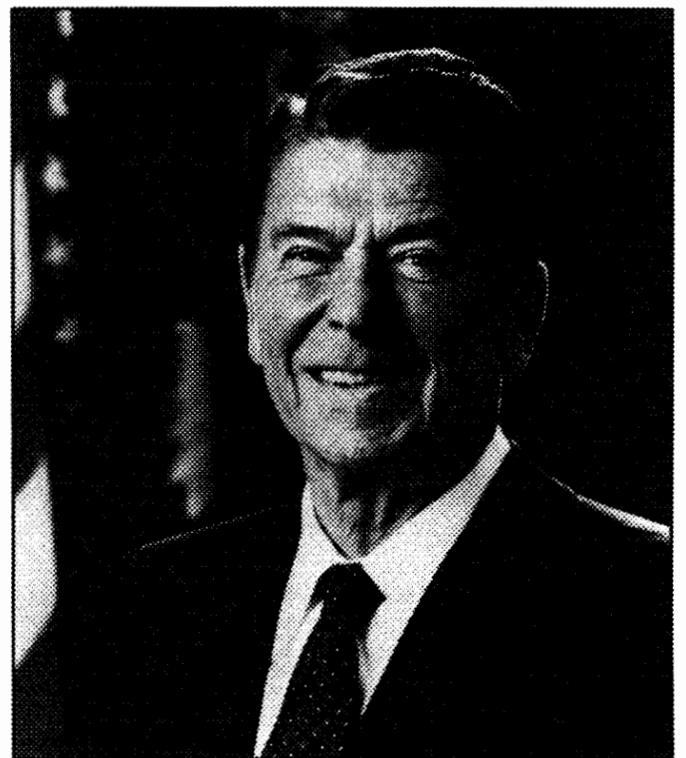
We have shared the spirit of our dreams, the fruit of our knowledge and the wealth of our farms with the world. During the last 25 years we have fed over a billion of the world's hungry. We have helped to bring about breakthroughs in agriculture, enabling many nations to become self-reliant in food. Food production per person has increased by an average of 21% in developing nations.

We have supported a revolution in health care that has brought new and effective technologies to the service of humanity. We are especially proud that our nation has taken the lead in the promotion and distribution of oral rehydration therapy. This simple technology saved the lives of half a million children around the world last year.

We have built schools, health care facilities and other institutions to enable nations to marshal their human potential and economic resources. Life expectancy in developing countries has increased by 20%, literacy by 33% and per capita income by 50%. We have helped to train and educate over a quarter of a million people who have assumed leadership and policy-making roles in the public and private sectors of their native lands.

We Americans have made a difference. We have extended a hand to encourage nations to break the bonds of poverty by enlisting the power of that incomparable engine of progress, prosperity and personal freedom—the free market. A new age of democracy is dawning all across the world as more governments and people become aware of the benefits of private enterprise.

I congratulate the Agency for International Development on its first 25 years in meeting the challenge of development and in pioneering America's leadership role as a force for global economic progress and for peace.



—President Ronald Reagan

# AID: Expanding the Frontiers of Freedom

by Raisa Scriabine

**I**t was a special moment in history. Twenty-five years ago President John F. Kennedy issued an executive order to establish the Agency for International Development.

AID was born in an era of great expectations and fresh enthusiasm springing from new ideals. The Peace Corps and the Arms Control and Disarmament Agency were newly formed. The Alliance for Progress had just been launched to help raise

***"AID was a bridge to the new nations and the 'frontiers of freedom' they represented."***

living standards in Latin America. Americans were extending their first tentative reach into space.

It was a time of transition. Emerging newly independent nations brimmed with the spirit of the possible as they sought to modernize their societies. AID was a bridge to these new nations and the "frontiers of freedom" they represented.

For the U.S. foreign aid program, the 1960s laid the foundation for the achievements of the future.

In health, for example, an assault was mounted against the scourges of cholera, smallpox and malaria. AID joined the National Institutes of Health in providing funds, equipment and staff for the Cholera Research Laboratory in Bangladesh in 1961. This seed germinated into the discovery of oral rehydration therapy, which today saves the lives of millions of children affected by dehydration resulting from diarrhea.

The United States pledged some \$27 million to eradicate smallpox in 1965. AID also went to war against the disease in Central and Western Africa—an area with 200,000 to 400,000 cases of smallpox in a population of 150 million. Freeze-dried vaccine, the jet injection gun and the bifurcated needle were used, enabling rapid vaccination of large numbers of people. The scourge of smallpox disappeared in 1979 in what was hailed as one of the greatest medical achievements of modern times.

AID joined other organizations such as the World Health Organization, the U.N. Children's Emergency Fund and the United Nations Development Program in an effort to assist malaria-affected nations deal with the disease that kills about five million people a year. Today, as a result, anti-malaria programs reach over two billion people.

The United States has spent more than \$1 billion in efforts to control malaria in the developing world, and the disease has been certified as eradicated in 39 countries. In many cases, the malaria control program was the first national health program

to reach remote rural villages in some developing nations. This successful initial effort has set a precedent in preventive health service outreach that has become commonplace today.

In the 1960s, AID also helped pave the way in research to develop a malaria vaccine. The effort is beginning to bear fruit today. Not one, but two vaccines, one for the deadliest form and one for the most common form of the disease, will be tested on humans in 1988 or 1989.

In agriculture, early AID programs focused on building a public sector capacity to stimulate agricultural growth through public institutions and public works projects by transferring technology to developing countries. Construction projects resulted. Rural roads were built. Land was cleared and irrigation systems were installed. Government institutions were set up to provide extension services and credit.

The 1960s also saw the establishment of the nucleus of what was to become a network of 13 major international agricultural research centers. The International Rice Research Institute was set up in 1960 in the Philippines. AID contributed 25% of its funding. The International Maize and Wheat Improvement Center in Mexico was established in 1966, the International Institute of Tropical Agriculture in Nigeria in 1967 and the International Center for Tropical Agriculture in Colombia a year later.

It was this collaborative research effort that produced new hybrid varieties of rice and wheat that precipitated the "Green Revolution" in agriculture. Rice production in Indonesia, for example, increased from 12 million to 22 million tons in less than 15 years. India, one of the most populous nations in the world, is

becoming increasingly self-reliant in food.

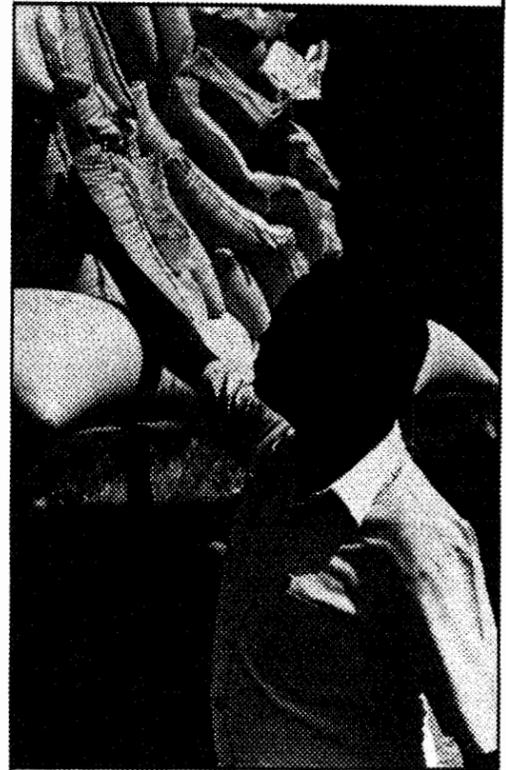
From its beginning, AID was involved in human resource development to provide the leadership and technical know-how that comes from sound education and training. In the 1960s, Agency programs in education and human resources emphasized institution building, manpower development and advisory systems. AID worked closely with universities in about 75 developing nations.

Agriculture institutions were built or enhanced by using the U.S. land grant university system both as a model and as a source of professional expertise. AID helped India set up 12 agricultural land grant-type universities. India now has institutions that are training people for research work and also helping with research in other developing countries.

Under AID-sponsored programs, agricultural universities also were developed in Brazil, Colombia, Peru, Pakistan, Thailand, Morocco and the Philippines. In Morocco, for example, an AID-built college of agriculture is now graduating over 600 persons a year. A university based on the land grant model is presently being created in Cameroon and will turn out some 300 agricultural graduates a year.

In the 1960s, AID sector loans had a significant impact on many major facets of the educational system in Brazil. AID also helped design that country's vocational and technical education system.

The 1960s also saw the creation of the only federal organization in the United States with a mandate for international disaster relief. In 1964, the Office of U.S. Foreign Disaster Assistance (OFDA) was set up within AID. In its 22-year history, OFDA has provided emergency relief to help



**Perhaps the greatest relief operation ever mounted was for the 1984-85 African drought and famine.**

victims of 865 natural and man-made disasters in 129 countries.

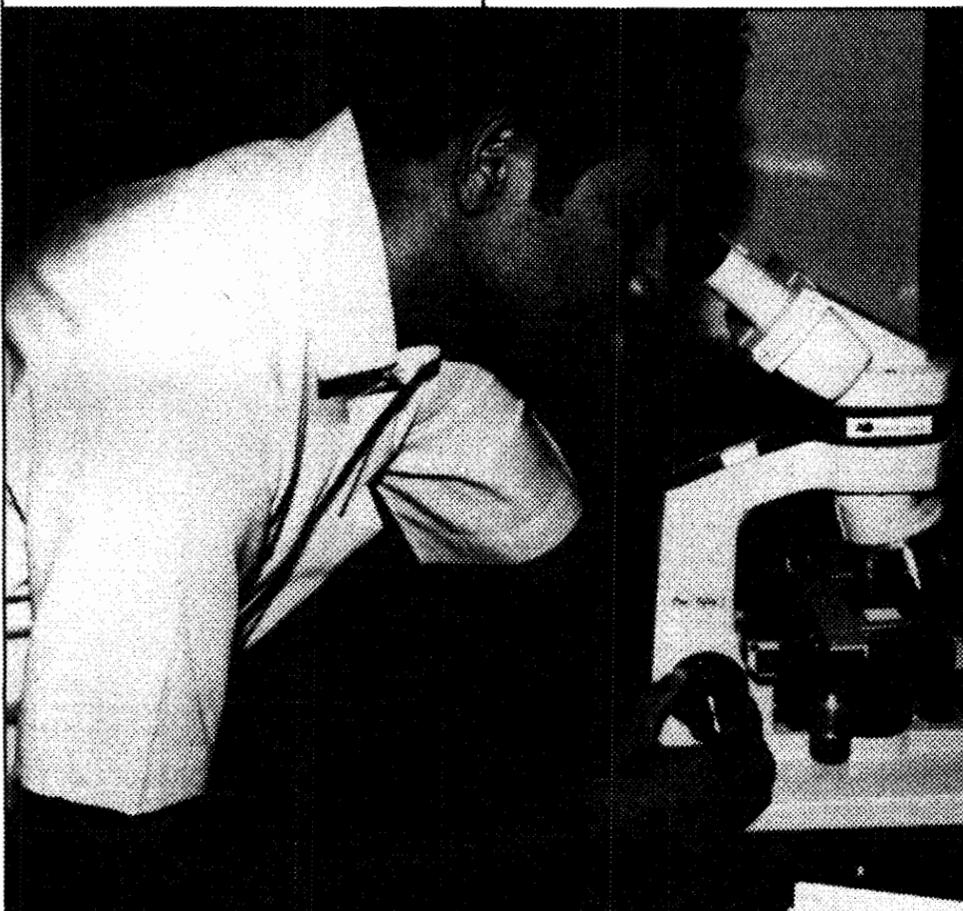
In 1970, for example, the worst cyclone of the 20th century hit the coastal regions and islands of East Bengal in what was then East Pakistan. The United States provided \$19 million worth of food and supplies to the victims, or more than half of that provided by all other nations combined.

Perhaps the greatest relief operation ever mounted was for the 1984-85 African drought and famine. In the worst drought of the century, crops failed, livestock died, food reserves dwindled and people starved. Some 30 nations were affected in sub-Saharan Africa, the one region of the world where per capita food production has declined steadily for more than 20 years. Throughout the continent, 30 million people were at serious risk.

Relief efforts were not easy. Many of the affected people were in remote areas where there were few roads and trucks to reach them. Unloading grain at port facilities was often time-consuming. In some areas, such as in the Ethiopian provinces of Eritrea and Tigre, guerrilla war further exacerbated the situation.

Despite the many logistical hardships faced in food and non-food aid delivery, U.S. efforts enabled millions of people to receive life-sustaining support. U.S. assistance translated to \$2.5 billion, including six million metric tons of food. The United States supplied more than half of all food shipped to Africa.

The United States has had a long-standing tradition of fighting hunger. The Food for Peace Program was established in 1954 and today is administered jointly by AID and the U.S. Department of Agriculture. Through this program, also known as P.L. (Public Law) 480, about 303 million tons of food worth



**The 1960s saw the establishment of what was to become a network of 13 major international agricultural research centers.**

\$32 billion have been delivered to over 1.8 billion people in 100 nations. The United States is the largest food donor in the world, providing more nourishment to the world's hungry than all other nations combined.

As AID entered the decade of the 1970s, the global situation changed. Different approaches were sought to deal with the issues of economic development. In 1973, Congress included a "New Directions" mandate for AID in the Foreign Assistance Act. The focus of the Agency shifted to efforts to raise the productivity and income of the poor by increasing access to resources such as land, water, fertilizer, seeds, tools, credit and renewable sources of energy.

The '70s were also a time of achievement and innovation. In 1971, AID helped start the World Fertility Survey, one of the largest social science endeavors ever undertaken. Together with AID-supported Contraceptive Prevalence Surveys conducted subsequently, fertility and family planning information was obtained for 61 developing nations—the largest body of knowledge on family planning in existence today.

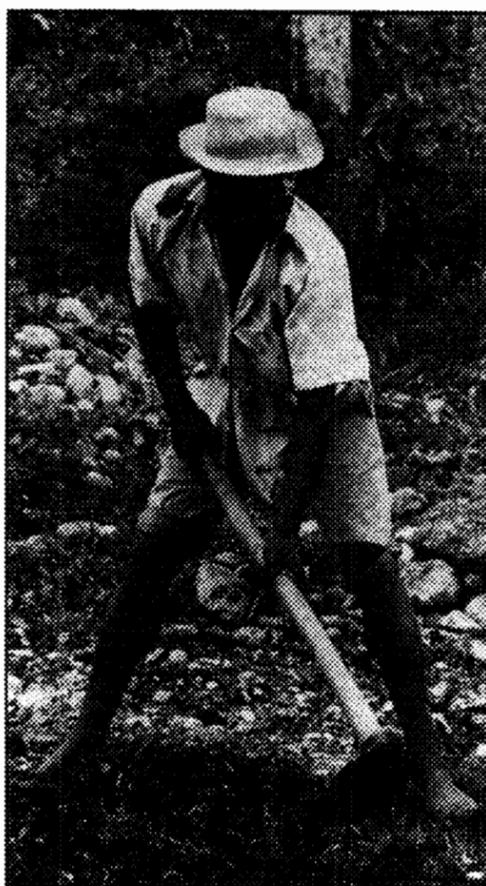
AID was among the pioneers in developing a community-based distribution system for voluntary family planning services. Later, contraceptive social marketing programs were introduced. In Bangladesh, for example, such programs now serve about 50% of current family planning users.

Strides continued to be made in health. In 1974, AID joined and then became the major donor for a 20-year international effort to control onchocerciasis in the Volta River Basin in Africa—home to some 16 million people. As a result, transmission of the disease in 90% of the program area has been interrupted. About 15 million hectares of tillable land in formerly onchocerciasis endemic areas have been re-opened to agricultural productivity.

Also in the 1970s, environmental awareness began to surface as a global phenomenon. AID took a leadership role in integrating environmental planning and management into development. Country-specific natural resources profiles began to be developed. Some 23 are already prepared, and a number are being used for national planning efforts by developing nations.

In nutrition, creative approaches to the issue marked the spirit of the times. AID developed a simplified method of nutritional assessment using anthropometry or the measurement of body height, weight, skin fold thickness and upper arm circumference. After testing, a manual was developed with the findings. The manual is now the standard text used worldwide to determine the nutritional status of a population.

Complementing the innovations of the '70s, traditional programs in agriculture, infrastructure building, research and training continued to receive support during the decade. Emphasis shifted toward spreading the success of the "Green Revolution" throughout the world. The objective was to increase food pro-



**Governments in developing countries have become more committed to increasing and sustaining improved agricultural production.**

duction through improved yields and intensified cultivation.

In 1971, the Consultative Group on International Agricultural Research (CGIAR) was organized with its secretariat at the World Bank. This consultative group provided a mechanism through which donors could work together to support the network of international research centers using joint guidelines. The United States financed 25% of CGIAR's core budget. In 1985, CGIAR reported that new wheat and rice varieties developed by CGIAR institutions outyielded old varieties by 400-500 kilograms per hectare. This means that new varieties provide annually an increase of 50 million tons of additional food or the amount equal to grain consumption by half a billion people.

AID also worked to help establish other research centers such as the Asian Vegetable Research and Development Center (AVRDC) in Taiwan, an Irrigation Management Center in Sri Lanka, the International Fertilization Development Center in Mussel Shoals, Ala., and the International Board for Soil and Management Research in Thailand.

As a result of such programs, governments in developing countries became more committed to increasing and sustaining improved agricultural production. Public resources dedicated to developing and maintaining improved agricultural systems were increased.

In 1975, the passage of Title XII legislation led to a renewed emphasis on training. As a result, AID collaborates on research and training programs with U.S. land and sea grant colleges and universities in fields such as soil management, nutrition, food crop production, aquaculture and ocean fisheries.

Also as part of Title XII,

Congress created the Board for International Food and Agricultural Development (BIFAD) to advise AID officials in devising agricultural development policy. The legislation provided for "strengthening programs" to enhance university capacities for participating in AID programs overseas through "Collaborative Research Support Programs" (CRSPs) that enable U.S. institutions and those in developing nations to work together on projects to benefit both the developing nations and U.S. agriculture.

In the education field, AID redirected its policy from university development and high-level manpower training to reforming and expanding elementary and basic education systems, less formal education alternatives and delivery systems for mass education.

In South Korea, for example, AID helped establish the Korean Educational Development Institute that is still in existence today. The institute became a major force in the reform of the primary school system in the country.

Modern technology began to be applied to educate both students and teachers in remote regions. Radio and satellite communications were used. In Kenya, Thailand and the Dominican Republic, AID has helped develop instructional radio programs that have taught children basic skills.

In Costa Rica, students are using textbooks written and printed in their own country through funds provided in local currency generated by the AID program.

In Guatemala, a bilingual education program was introduced in 1980 that resulted in the legalization of Indian language use in the education system and increased public awareness of the importance of Indian languages and cultures.

Currently, AID places greater emphasis on the efficiency of the education system and on participant training. About 245,000 persons from the developing world have received training—most of them in the United States—under the foreign aid program. These trainees have

made their mark and have brought a new generation of leadership to developing nations.

As AID approaches the mid-point of its third decade, experience and precedent serve as guides, and answers continue to be found for the issues of development. The Agency is leaner—down in staff from 18,000 to 5,000—but with a mandate no less challenging.

Twenty-five years ago, AID was founded to be an instrument of progress and peace. It was to build a foundation for prosperity and self-reliance on the front lines of the "struggle for freedom." It was America's diplomacy of hope and promise of opportunity.

Prosperity abroad also means greater security for the United States that stems from peace and friendship. AID's mission of economic progress introduces stability into often volatile regions of the world.

While policies and programs have evolved and have been tempered by innovation, perfected by knowledge or new technologies, AID's mission is still the same.

In Central America, U.S. economic assistance programs were critical in reversing the economic decline in the region and mitigating the social and political unrest.

In El Salvador, for example, guerrilla activities targeted the country's economic infrastructure, destroying bridges, railroads and electrical, water and communications systems. Since 1979, some \$250 million worth of equipment and physical structures have been damaged or destroyed, translating into economic productivity losses of \$1.2 billion. AID obligated \$58 million over three years to the restoration of public services.

AID has helped construct over 2,700 houses since 1980 and an additional 1,500 water and sewer installations in El Salvador. AID funds helped generate about 2,200 projects producing 12.5 million person days of work for the unemployed.

To help those displaced by civil strife, an AID project provides employment for some 16,000 families

*(continued on page 6)*



**AID redirected its policy from university development and high-level manpower training to reforming and expanding elementary and basic education systems.**

# Expanding Freedom

From page 5, column 4

each month and attends to health, food and nutrition needs of the displaced population.

Food donated by the U.S. Food for Peace program and distributed by the U.N. World Food Program provided 1,500 calories of food daily to each of about 300,000 persons in the country. Over 110,000 undernourished children and pregnant women benefited from supplementary feeding every day.

In El Salvador, over 1.6 million doses of vaccine have been given to children under five and pregnant women, saving at least 35,000 lives from diseases such as measles, diphtheria, pertussis, tetanus and polio.

Further, to stabilize and build democratic institutions, AID helped strengthen El Salvador's judicial system, and support was provided for the Salvadoran Central Election Committee to conduct free elections in 1984 and 1985.

Between 1981 and 1985, AID supported the Costa Rican economy with \$550 million. This enabled the country's fiscal deficit to be cut from 14.1% of the Gross Domestic Product to 1.5%. The government now is divesting itself of many parastatal organizations. The inflation rate dropped from 108% in 1982 to 11% in 1985, and exports of non-traditional products rose 24% in 1985.

Also in Costa Rica, AID has assisted the government in a housing guarantee program that helped 3,562 low-income families acquire full-service building lots, financed 2,223 construction loans and made available 1,200 home improvement loans. An energy conservation program in San Jose, working with privately owned buses and taxis, has effected

savings of approximately 20% in fuel consumption.

In the turbulent Near East, AID's record includes a dramatic decline in infant mortality of almost 25% since 1980 in AID-assisted countries.

After an outbreak of cholera in Jordan in 1981, AID helped institute a program to provide clean, piped water to all settlements of 500 or more. Already, 90% of all Jordanian households now either have piped water or are in the process of being connected to water mains.

In Morocco, oral rehydration salts, weaning foods and other health aids have been provided to more than 70% of Morocco's women and children.

In Egypt, ORT clinics have been established in 80% of the 3,000 health clinics nationwide. ORT training is carried out in 30 teaching hospitals at which 10,000 physicians and nurses have been trained. ORT packets are available in 98% of Egyptian pharmacies; 60 million were sold in 1985.

In Bangladesh, AID funded the electrification of 17 rural zones and the development of 17 privately owned electrical cooperatives to manage electrical distribution and cost recovery. This system is providing service to nearly 360,000 households, 18,000 businesses and 4,800 irrigation systems in more than 3,000 villages of rural Bangladesh.

In India, AID has helped establish more than 4,000 child-care centers since 1983.

In Indonesia, AID has helped set up a successful voluntary family planning program that in 1984 amounted to a net savings of over \$700 million to the government—a savings expected to increase to more than \$2 billion by the year 2000.

In Pakistan, AID and the Asian



**AID projects promote the individual. Since 1961, life expectancy in developing nations has increased by 20%, literacy by 33% and per capita income by 50%.**

Development Bank are helping to finance the Guddu rural electrification project, which is fueled by gas previously flared off as waste because it was considered unsuitable for normal industrial or residential use. The program, which increases efficiency over traditional turbines by 44%, will result in a 25% increase in the country's thermal generating capacity, a particularly important factor in a nation where hydroelectric generation is crippled for six months out of the year by irrigation requirements.

In Sri Lanka, an AID project helped form water users organizations in the dry Gal Oya region in the southeast and rehabilitated over 600

kilometers of irrigation canals.

In Africa, the future holds enormous challenge. In the current fiscal year, the United States is providing \$1 billion in bilateral development assistance, about 14% of total aid to the area.

Containment of famine and reactivation of growth on the continent are central objectives. Increased food production remains central to political stability and economic growth.

There are promising indicators, however. Malawi, Somalia, Uganda and Zambia have had significant increases in food production as a result of pricing policy changes. The Sudan, Zimbabwe and Kenya are projected to show surpluses of grain resulting from the introduction of high-yielding, drought-resistant varieties developed at international agricultural research centers. A "Green Revolution" may well be in the making for the African continent.

Twenty-five years is a brief interval in the span of history. The visions of the 1960s in many cases have become realities in the 1980s. Life expectancy in developing nations has increased by 20%, per capita income by 50% and literacy by 33%. Primary school enrollment has tripled, and secondary school enrollment has increased sixfold. High rates of population growth are beginning to level off in parts of Asia and Latin America.

AID has faced the challenge. It has charted an often rugged course in untested waters. Precedents were set. Lessons were learned and sometimes miracles were made. It is a proud record of human achievement. Many say AID could have done more. Few would say AID should have done less.

*Scriabine is a former deputy assistant administrator of the Bureau for External Affairs.*



**In Indonesia, AID has helped set up a successful voluntary family planning program that in 1984 amounted to a net savings of over \$700 million to the government.**



**Over 1.6 million doses of vaccine have been given to children under five and pregnant women in El Salvador, saving at least 35,000 lives.**

# Collaboration Produces Impressive Gains

by **Shri Vishwanath Pratap Singh**

*Representing one of the earliest recipients of the U.S. economic assistance program, India's Minister of Finance, Shri Vishwanath Pratap Singh, discusses the U.S.-Indian cooperative effort.*

India has come a long way since it started its planned development process. With each successive five-year plan, impressive gains have been recorded in its objective of achieving a self-reliant and self-sustaining economy. There has been a significant increase in agricultural and industrial output. The infrastructural and technological capabilities of the country also have developed very rapidly, and there has been substantial improvement in the quality of life.

However, there are still many problems to solve. Primary among these are the removal of poverty and the betterment of the lives of people who are currently below the poverty line. The dimensions of these problems are immense and call for the mobili-

**"AID can look with pride on its contribution to Indian economic development."**

zation of a great deal of material, financial and technological resources.

While India's own efforts, policies and resources have been fully oriented toward meeting these objectives, the enormity of the challenge makes it imperative to seek cooperation and assistance in developmental activities from friendly countries such as the United States.

India and the United States have a long tradition of economic cooperation in many fields dating from 1951. Since then, U.S. assistance has accelerated over the years. In quantitative terms, U.S. assistance to date totals over \$12 billion. Of particular satisfaction for the two countries has been the collaboration on programs in practically every sector crucial to development. Through these collaborative programs, India has graduated from a food-deficit nation to one that not only feeds itself, but also builds up a healthy buffer stock. Scientific and technological assistance provided by the United States has

Such assistance has benefited several states of the country, each with diverse conditions, and has included both small- and medium-sized irrigation systems.

Considerable commodity assistance also has been made available under the P.L. 480 Title II program. Of particular significance has been the National Dairy Development Board (NDDB) oilseeds program for which the United States has provided nearly \$100 million worth of vegetable oil to establish an oilseeds growers' cooperative, patterned on the highly successful "Operation Flood" milk program. Most interestingly, the project has been organized on a non-governmental basis between NDDB and the Cooperative League of the USA.

In the field of health, U.S. contributions also have been very valuable. Assistance in such areas as training, communication management and construction has gone a long way to make more effective India's health and family care services.

Programs of the government of India relating to child development activities, such as integrated child development services, have received active support from the United States, and there is promise of greater cooperation in this area in the future. The family planning program, probably the largest of its kind in the world, and other programs, such as the eradication of malaria, which are aimed at improving the health and welfare of the individual family and the community also have received significant encouragement and assistance from the United States.

The two governments have collaborated on a host of technical activities ranging from power plant construction to river valley development. Because development of



**Programs aimed at improving the health and welfare of the individual family are an integral part of U.S. assistance to India.**

human resources is a primary concern for both India and the United States, cooperation between the two countries in manpower development and human skills upgrading has been extensive.

The United States has helped India to establish several premier technical and educational institutions such as the Indian Institute of Technology, Kanpur, and the all-India Institute of Medical Sciences, New Delhi. At present, technical cooperation between the two countries is reaching out to exciting new areas such as computers and biotechnology.

On the occasion of its 25th anniversary, AID can certainly look back with pride on its contribution to Indian economic development. During these 25 years of productive collaboration between the two countries, AID has recognized and worked with India's development priorities and philosophy with a great degree of understanding and respect. The quality of the relationship has, therefore, been very rich. Despite occasional changes in the political climate, economic cooperation between the two countries has remained reasonably stable and invariably forward-looking.



## Historical Perspective on U.S. Foreign Assistance

- March 31, 1942** Institute of Inter-American Affairs formally established—first technical assistance by United States.
- November 9, 1943** Agreement signed to furnish aid to war-ravaged countries through U.N. Relief and Rehabilitation Administration.
- December 27, 1945** International Monetary Fund and International Bank for Reconstruction and Development (World Bank) formed.
- May 15, 1947** Congress approves economic and military aid to Greece and Turkey.
- June 5, 1947** Secretary of State Marshall's speech voices U.S. interest in rebuilding European economies.
- April 2, 1948** Economic Cooperation Act (Marshall Plan) creates Economic Cooperation Administration.
- January 20, 1949** President Truman's Point IV inauguration speech.
- June 1, 1950** Act for International Development (Point IV) creates authority for Technical Cooperation Administration.
- June 30, 1951** Termination of Marshall Plan.
- October 31, 1951** Mutual Security Act of 1951 unites military and economic programs and technical assistance. Mutual Security Agency established.
- July 10, 1954** Public Law 480 authorizes sale and use of U.S. surplus foods for economic development.

created.

President Kennedy calls on people of hemisphere in an "Alliance Progress."

Foreign Assistance Act combines International Cooperation Administration, Development Loan Fund and other U.S. assistance functions.

Agency for International Development

# AID-Donor Cooperation Brings Results

Though the United States was unique in pioneering development assistance, economic development became an issue of global concern in the relatively brief sequence of 25 years. With the increased concern came the need for donor coordination, and the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) was formed. Joseph Wheeler, DAC chairman, was interviewed by Raisa Scriabine for Front Lines.

**Q.** How has the relationship among the donor nations evolved during the last 25 years?

**A.** Within the OECD Development Assistance Committee there were only 10 donor members 25 years ago. Total aid was about \$5 billion with the United States providing nearly 60%. Today, total aid from 18 DAC donor members is about \$30 billion, and the United States provides about 30%. OPEC aid soared from \$1-2 billion in the 1960s to nearly \$10 billion in the mid-70s, and then came back down to \$3-4 billion. This is still a very significant amount.

**Q.** Among DAC countries, which ones have increased aid the most during this period?

**A.** In volume terms the greatest increase is from the United States, which went from about \$3 billion to over \$9 billion, but proportionately a number of other countries have done much better. For example, Germany went from \$400 million to nearly \$3 billion, Italy from \$60 million to

important reduction likely to come from the United States.

**Q.** How has the donors' approach to development changed in the last 25 years?

**A.** There is a general feeling that policy issues are increasingly important in the effective implementation of development programs. It is very important that the number of donor agencies, voluntary agencies and multilateral organizations have expanded in recent years. There is as a result an ever greater need for coordination. While much progress has been made in achieving relatively good coordination at the headquarters level, more effort needs to be made at the field level. That is the next area that should be very seriously tackled.

**Q.** What role do you see the United States playing in helping achieve better field coordination?

**A.** The United States, because of its staff overseas, is in a better position to participate in such coordina-

**"Development is increasingly seen as freeing the individual to use his or her creative potential."**

\$1.1 billion and Japan from \$100 million to about \$4 billion. The Nordics in this period increased aid from \$25 million to about \$2 billion.

**Q.** Those are very significant amounts. What has brought about these increases?

**A.** Well, first, there has been an increased capacity to provide assistance because economies recovered from World War II with a steady increase in overall gross national product (GNP). Secondly, I think the public in these countries has increasingly supported the concept that we have a common job to do and that their countries should be playing a full role.

**Q.** Looking ahead, do you see cutbacks in foreign aid levels among the donors?

**A.** Surprisingly, we look for increased aid levels from at least two-thirds of the members. We expect dramatic increases from Japan and very large increases from France and Italy. Some of the smaller countries, such as Switzerland and Finland, have aid programs that are growing at the fastest rate. A few countries will go down, with the most

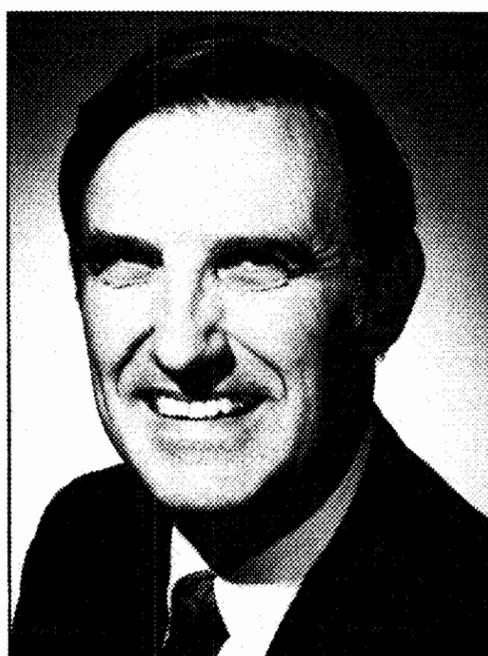
tion by providing analysis and sharing knowledge.

**Q.** How do the other donors evaluate the U.S. role over the last 25 years?

**A.** The other donors are very highly appreciative of the professionalism of the AID program. There is some concern that a large portion of the economic assistance is not apportioned primarily on development criteria. I think they'd like to see more U.S. aid go to the poorer countries. There is, on the one hand, a gratifying sense of a community of relationships with the United States and an understanding of the American decision-making process. But, at the same time, there is a growing feeling that in the aid business the United States is not representing its ability to participate according to the size of its GNP.

In other words, there is an increasing concern about burden-sharing. The United States, providing 0.24 GNP as official development assistance, is now at the bottom of the list. Norway, providing over 1% of GNP, heads the list.

**Q.** What major achievements can be cited that resulted from international donor collaboration over the past 25 years?



**Joseph Wheeler: "Twenty-five years ago we tended to see development in terms of investments in things. Now we understand we must invest in people."**

**A.** One of the great achievements of this period is in the success of the international agricultural research institutions under the Consultative Group for International Agricultural Research (CGIAR). This really is a very collaborative process with many donors involved. The development of oral rehydration therapy (ORT) by the International Center for Diarrhoeal Disease Research, Bangladesh (ICDDR/B) is another example of successful collaborative support by a number of donors.

**Q.** Do you see increasing specialization emerging among the donors in the future?

**A.** Donors will play on their strong suits, but most want to work in a number of fields. For smaller donors, I favor specializing in a limited number of activities located in a few countries.

**Q.** Let's look at specific sectors. What are the key issues the donor community will have to deal with in agriculture in the next 25 years?

**A.** The focus is now on Africa. What Africa has to do is triple its grain production over the next 30 years to something like 150 million tons. That's about what India has achieved over the past 30 years.

African agriculture is more complicated because there are so many more countries and because the water availability, soil and climatic conditions are so much more varied. In Asia, a few varieties of grain were developed that work almost everywhere. In Africa, varieties must be developed that are suitable for many different circumstances.

Another problem in Africa will be developing the African market, which will grow tremendously as sub-Saharan population increases from 460 million today to more than

one billion 30 years from now. There must be more open trading across borders. That means they'll have the challenge Europe has been facing as it has tried to integrate its markets over the past 25-30 years.

**Q.** What are the donors doing to deal with these problems?

**A.** I mentioned CGIAR in terms of the international research institutes. The donors have given guidance to the institute to pay more attention to basic food crops in Africa. That's one step in the right direction. The other thing is the development of national research capabilities in Africa so that the genetic material that comes from the international research institutions can be applied at the farmer level. Multiple experiments need to be conducted in a reasonably integrated way with experience in one country made available to others. In order to bring that together, a new organization is being established for which the World Bank will provide the secretariat.

**Q.** What about the area of health?

**A.** In health, the donors have come to realize that they can make a significant impact through fairly low-cost interventions on a nationwide basis. The immunization program and ORT are good examples of this, as was the eradication of smallpox.

In this next period, it seems clear that the malaria issue will need to be faced. There has been some initial progress toward immunization against the malaria virus. When scientific breakthroughs occur, the application of those will be very important.

Beyond that, other activities are being organized to deal with vitamin A, iron and iodine deficiencies.

It is also important to build rural health systems. But donors are still asking how this can be done effectively on a low-cost basis. The problem is that these tend to be designed to be paid for out of government budgets. If they're at all successful, they put too much pressure on the budget. Systems of cost-recovery, local responsibility and use of private channels must be learned.

The population issue remains critical. AID led the way on this issue, and great progress has been made in many countries. AID needs to stay the course.

**Q.** Environment? What are the critical problems and what do donors need to do to pull together to act on them?

**A.** There is either an environmental problem or environmental opportunity available in connection with the implementation of most programs. That's why environmental analysis is very important.

In terms of worldwide problems, I'm not sure we perceive what they'll be over the next 25 years.

(continued on page 20)

# Directing Change Toward Beneficial Ends

by Frederik Pohl

*Frederik Pohl is a science fiction writer, editor and lecturer. He has appeared on more than 400 radio and television programs in nine countries and has been awarded the International Science Fiction Achievement Award three times. His books include The Drunkard's Walk, Day Million and Practical Politics (nonfiction).*

One of the principal reasons I enjoy writing science fiction is that science fiction concerns itself with things that matter to us all. Science fiction isn't necessarily about rocket ships or alien monsters or miraculous new kinds of technological gadgets. It isn't necessarily even about science.

What science fiction is really about is *change* . . . and change is the most important fact of life for all of us in these closing years of the 20th century. No other age in history has seen as much of it, and the pace of change is not slowing down. It is accelerating.

It is impossible for us to stop the process of change. The best we can hope for is to direct it toward beneficial ends and away from those that are harmful.

This is simply a prescription for human happiness, and it would be easy enough to realize if every new plan, project or measure could be clearly labeled "beneficial" or "harmful." Unfortunately things are not so clearly categorized. But science fiction stories, by showing us what these new ideas might mean to individual human beings, gives us some of the best clues we have to make that diagnosis.

When we think of "change," we think first and foremost of new tech-

nology. It isn't just a matter of computers and spacecraft and nuclear power. There are marvelous technological advances in the very areas that most concern the Agency for International Development, such as assisting developing nations to become self-reliant in food production.

The "Green Revolution" that technology helped to bring about has vastly increased the world production of basic cereals. Irrigation and water management have brought immense areas of former near-desert into the production of food. Research has given us powerful weapons against pests and disease, as well as fertilizers that restore thin and overfarmed soils to productivity.

No one could call any of those priceless new technical aids anything but "beneficial," yet each of these marvels needs to be used with great care. The wonder cereals of the "Green Revolution" are no use to subsistence farmers who can't afford the necessary fertilization and water. Irrigation is no better than a band-aid if it pumps underground aquifers dry, without replenishment—and, unless used with skill and care, it may either poison soils with salt residues or promote the spread of disease. The very chemicals that kill pests and enrich soils may also leave residues that harm humans, and their runoff may pollute lakes and rivers.

So there is no doubt that technology can make life better for everyone, but it must be employed with wisdom. We can't rely only on technological change to solve our problems. We need to see changes in long-established market practices, in the kinds of crops grown and in the urgency applied to the preservation of the world's ecology. We need, in fact, to remember the past and to



**Pohl: "If we can make prudent use of the marvels that are coming from our laboratories and research institutions, the next 25 years can be the best ever for the human race."**

take prudent measures to ensure the future, or else no amount of technology will relieve famine, pestilence and want.

But if we can achieve that wisdom—if we can make prudent use of the marvels that are coming from our laboratories and research institutions and universities—the next 25 years can be the best ever for the human race.

There are crops, like jojoba, that flourish in arid land, others that grow in saline waters that until now have been useless for any human need. Molecular biology is just beginning to show us the way to develop new kinds of crops to suit the environment, instead of trying to battle the environment to permit farming. We are just beginning to learn the simple lesson of looking for new kinds of plants and food animals and variant strains of the ones already in large-scale production, among the crops

raised in the neglected "primitive" agriculture of much of the developing world. At the same time, we are learning how to end river blindness and malaria fever and deficiency diseases like kwashiorkor. Fast-growing fuel plants—the so-called "BTU bush"—can restore barren hillsides, not only giving people fuel for their cooking stoves, but ending the erosion that destroys both the slopes and the rivers into which they drain.

There are now five billion people on the earth, and the number is growing. It is a shame to all of us that so many millions of them go to bed hungry every night.

But over the next 25 years we can change all that. We can end the hemorrhage of the earth's resources. We can live off the replenished bounty of our planet instead of spending our capital of soil, water and air . . . if we have the will, and the wisdom, to do so.

 One goal of the Office of the Science Advisor (SCI) is to assist developing countries change from technology consumers to research producers. In this way, less developed countries (LDCs) can become full partners in building a bright future and sharing in its benefits.

Technology and research go hand in hand. SCI, created in late 1980, transplants that productive partnership to the developing world. "Through this office and the programs it administers, AID encourages indigenous research in the latest, most promising technology to meet the challenges of development. This relatively new office is building on AID's 25-year tradition of shaping a better world through innovative technology," says Science Advisor Howard Minners, director of the office.

"During the last 20 years, science and technology have made tremendous strides, especially in the biological sciences and electronics," Minners explains. "These advances have already had a major impact on

## Office Encourages Innovative Research

meeting basic human needs. Yet, with the rapid growth in population, we will have to produce as much food in the next 40 to 50 years as we have since the dawn of agriculture 12,000 years ago. Similar challenges will be posed in the areas of energy and health."

Minners stresses that the answer to these challenges lies not in any one country nor in a single technology. "The best minds throughout our interdependent world must be encouraged to tackle these problems," he says.

In 1979, at a U.N. conference on development held in Vienna, developing countries affirmed the need to apply modern science and technology to development problems. Moreover, they expressed the importance of building indigenous institutions to cooperate fully in research.

The Program in Science and Technology Cooperation (PSTC)

was approved by Congress two years later. This \$9.6 million initiative, administered by AID, has three major goals:

- Assist developing countries to strengthen their own scientific and technological capacities to undertake development research;
- Support research, in the United States and developing countries, on critical development problems; and,
- Foster partnerships of scientists and other technological experts with developing countries.

Under PSTC, AID makes grants to scientists who are engaged in innovative research on development problems. To date, the program has received over 2,700 requests for funding, most from LDC scientists who have never before participated in an AID research program. In fiscal 1985, PSTC granted \$5.7 million for 52 research projects and \$300,000 for technical assis-

tance activities.

This is not the only source of AID research funds. However, Minners explains that it is unique in that it couples very advanced technology and indigenous research. Two-thirds of the proposals funded last year were awarded directly to LDC institutions. The remaining grants involved active LDC collaboration with U.S. scientists.

Today, PSTC involves scientists from over 50 developing countries. These scientists are applying new methods and approaches to long-standing problems, such as control of disease-carrying mosquitoes; improvement of plant resistance to disease; low-cost enrichment of soils; and development of new vaccines and diagnostic tests.

Although the first grants under this program were made only in 1982, some very promising results already have been realized. A Peruvian scientist has developed a new, high-yield strain of amaranth, a highly-nutritional grain that grows well in semi-arid regions where other crops are unproductive.

(continued on page 22)

## Famine Relief Recognized

# Fischer Is Executive of the Year

by Roger Noriega

When Fred Fischer was appointed coordinator of AID's Ethiopian famine relief effort two years ago, he thought the task of saving eight million people from starvation in drought-stricken Africa was impossible.

Today, Fischer says that the greatest international relief effort in history was a "tremendous success," saving well over seven million lives. However, he has dire concerns for the future of those survivors.

Fischer describes the two-year battle against famine in Ethiopia as "the most difficult, the most frustrating, but the most rewarding experience of my life."

His contribution to this mammoth effort earned him the Federal Executive of the Year Award for 1986, which was presented shortly after his return to the United States last month.

During the past 25 years, AID has developed a sophisticated, quick and effective disaster relief

**"AID and other donors overcame tremendous logistical problems and were able to save well over seven million lives."**

operation, observes Fischer, who has been with the Agency since it was created in 1961. He notes that the U.S. team in Ethiopia, cooperating with other countries and non-governmental organizations (NGOs), was a primary catalyst in the relief effort.

AID already had relief efforts under way when international attention was first focused on the Ethiopian famine by a BBC telecast in October 1984. Administrator Peter McPherson stepped up U.S. efforts by reopening the AID office in Addis Ababa, which had been closed since 1977 when the Marxist regime consolidated power.

Fischer was surprised to be chosen for duty in Ethiopia, his first overseas assignment with AID. He had held several key management posts in Washington, D.C., and had some expertise on Asia and Latin America. Although he had disaster relief experience because of his work following earthquakes in Guatemala and Nicaragua in the 1970s, he had no background in African affairs.

"Suddenly Peter McPherson called me and said, 'We want you to go to Ethiopia,'" Fischer recounts.

Fischer accepted the challenging assignment. He and his wife, Christa, arrived in Addis Ababa in

November 1984 on 30-day visitor visas. "We lived for many months in grubby hotels and a small apartment adjoining the U.S. Embassy motor pool before obtaining a private home where my wife created a pleasant refuge in the midst of the outside pressures," Fischer recalls.

"Nowhere in the world have I felt more friendliness toward the United States and Americans than from the Ethiopian people," Fischer says. "And, we had affection for them. But the government was very anti-American."

"Although the United States was the number-one donor of emergency assistance to Ethiopia, we were treated as the number-one enemy by the government." It took seven months before the government extended diplomatic accreditation to Fischer and other AID staff members, affording them some sense of personal security.

The Ethiopian government undermined AID's relief efforts, according to Fischer, by limiting the size of the U.S. staff and restricting their travel. "The government treated me and my staff with great hostility and suspicion. On those occasions when we were allowed to travel outside the capital, we were always accompanied by 'minders' to watch over us," he says.

With these obstacles, AID's staff of five set out to deliver emergency U.S. assistance to the eight million Ethiopians—one-fifth of the population—who were already considered "at risk" of starvation.

Ethiopians normally cultivate wheat, maize, sorghum and teff, a crop grown only in that country.

"Even in a good year the Ethiopians barely survive as subsistence farmers," Fischer explains. "The famine was brought on by a severe drought, which began in 1983. The people ate any food reserves they might have had, as well as their seed grains and oxen, which were used for plowing." The problem was compounded in 1984 when there was very little rain and a meager harvest.

"When I first arrived in Ethiopia, I thought the situation was impossible," he remembers. "Fortunately, we and the other donors overcame tremendous logistical problems and were able to save well over seven million lives."

"Our country provided roughly 40% of all the famine relief from the international donor community, including more than 800,000 metric tons of grain under the Food for Peace Program. We also provided logistical and medical support to run the hundreds of feeding camps around Ethiopia. All told, AID's contribution was valued at about \$475 million," says Fischer.

AID's Africa Bureau, Office of U.S. Foreign Disaster Assistance and Office of Food for Peace were indispensable in providing support for the AID staff in Ethiopia, he notes.

The AID team in Ethiopia worked



**Fred Fischer: Winner of the Federal Executive of the Year Award for 1986.**

with many other countries and non-governmental organizations in the relief effort, which was coordinated by the United Nations. "The U.N. team, headed by Assistant Secretary General Kurt Jansson, provided inspired leadership," Fischer says.

One of the greatest challenges was delivering food aid to the millions of starving Ethiopians in the heart of the country. Fischer describes the forbidding terrain of the central and northern highlands of Ethiopia, where the famine was centered, as "100 Grand Canyons unconnected by roads."

"Ethiopia has only three ports—at Assab, Massawa and Djibouti—which had to be upgraded to handle shipments of donor aid," Fischer explains. "AID worked with many groups, including the celebrated Band-Aid organization, to furnish trucks to transport food through the harsh desert of Ethiopia to the inland feeding camps. In some cases, we had to rely on air drops."

"The air drop operations were a particularly interesting exercise in East-West cooperation; they involved Polish Air Force helicopters scouting drop sites and R.A.F. (British Royal Air Force) and West German planes dropping American food," Fischer explains.

"Without the help and cooperation of the NGOs, we could never have done the job," says Fischer. "We provided the food and logistical support, but the NGOs fed and cared for the people in feeding camps."

CARE, Catholic Relief Services, Lutheran World Federation, International Committee of the Red Cross, League of the International Red Cross, Save the Children USA, Food for the Hungry, World Vision

and Africare made very significant contributions, according to Fischer.

He proudly notes that the United States was the one major donor that consistently spoke out against human rights violations by the Ethiopian government.

"I had the feeling that the United States and other donors cared more for the Ethiopian people than their government," Fischer notes. He says the government used its own resources, such as trucks and aircraft, to battle two rebel movements rather than make them available to move food or relief supplies to the starving Ethiopian people.

"A lot of the logistical support offered by the Soviet Union went to moving ammunition, not food," Fischer reports.

In the midst of the famine crisis, the Ethiopian government relocated 600,000 people from the northern highlands to "virgin" lands in the southwest part of the country.

"Many people were rounded up and herded onto Soviet military aircraft. Some who were weak from famine died en route, and many families were split up," Fischer says.

"We could have saved more lives with the assistance of the Ethiopian government. They turned down U.S. aircraft to help with air drops. They rejected U.S. army medical units. And, they denied the existence of cholera, which cost many lives."

Fischer recalls that some of the Ethiopian officials from the government's Relief and Rehabilitation Commission (RRC) with whom he worked were cooperative and friendly. "However, their good will was frustrated by the suspicious Ethiopian Politburo."

"The two key RRC officials with whom I worked defected to the United States while I was there, because of frustration with their government," Fischer reports.

Despite the success of this international relief effort, Fischer is concerned that population growth and statist economic policies could spell another disaster in the near future.

"Although we were able to save the vast majority of the people who were at risk, Ethiopia remains one of the world's poorest countries. It also has one of the world's highest population growth rates. But, the Marxist policies are not encouraging food production."

"It is quite possible that Ethiopia will have another famine, of equal or greater proportions, in four or five years because of its government's short-sighted policies," Fischer predicts.

Ironically, Fischer will be among the first in the world to know if his gloomy prediction is coming true. His current duty is heading the Africa Bureau's new Office of Emergency Operations, which is developing a system to provide early warning of famines on that continent.

"The satellite photos will show green (indicating hardy vegetation)," says Fischer. "But, satellites don't pick up poor government policies and a booming population."

*Noriega is the senior writer-editor in the Office of Publications.*

## New Initiative Gives Haitians U.S. Training

More than 100 Haitian technicians, administrators, medical personnel and business professionals will receive training in American educational institutions over the next five years through a new \$10 million AID initiative.

The announcement of the "Training for Development" initiative was made at a meeting between Gen. Henri Namphy, president of the National Governing Council in Haiti, and Administrator Peter McPherson in Washington, D.C., Nov. 21.

"We think it is most important for Haitians to receive training that will help get Haiti on the path to economic recovery and provide additional support for the transition to democracy," McPherson said.

The money is in addition to \$4.2 million allotted this fiscal year under President Reagan's Training Initiative for the Islands Caribbean.

McPherson said that the training initiative is part of the more than \$100 million the United States will provide to Haiti for fiscal 1987, which is more than twice the assistance provided to Haiti when it was governed by deposed dictator Jean-Claude Duvalier.

## Sanbrailo Is New Director in Honduras

John Sanbrailo, a foreign service officer with 20 years of experience in international development, was sworn in as director of AID's mission in Honduras Nov. 7.

Since January 1983, Sanbrailo has served as AID director in Peru. During that time, the Agency provided Peru with \$400 million in development and food aid and with disaster assistance to respond to the 1983 El Nino floods and drought.

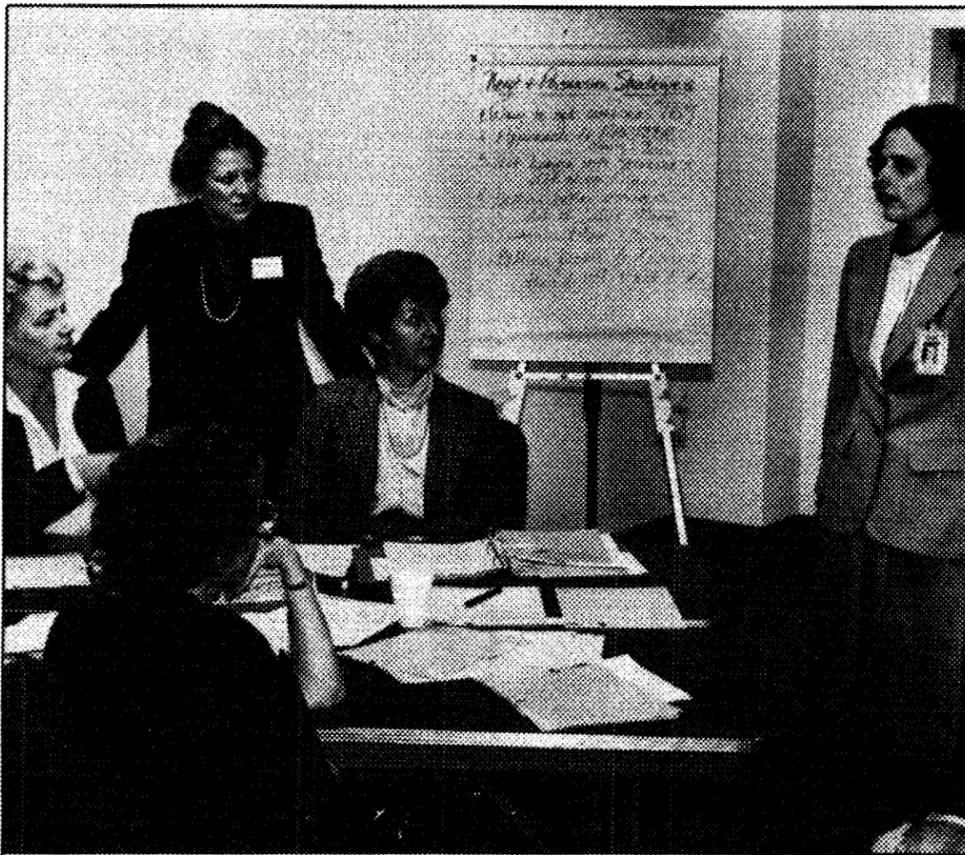
From 1979 to 1982 he served as mission director in Ecuador, re-establishing a \$100 million U.S. aid program to assist that country's democratic government.

The Peruvian and Ecuadoran governments have awarded Sanbrailo special decorations for his development activities.

In his new post, Sanbrailo will manage the U.S. economic assistance program in Honduras, which totaled \$430 million during 1984-86. AID is helping Honduras expand and diversify exports, invigorate its private sector, increase agricultural and rural development, broaden basic social services in education, health and housing and support democratic institutions.

Sanbrailo received a B.A. degree in 1965 from the University of California at Berkeley and a master's degree in economics from San Francisco State University in 1969. In 1976, he earned a master's degree in public administration from Harvard University.

# AID BRIEFS



Denise Decker, participant in the "Managing Your Career Workshop," discusses how to put your best voice forward from the perspective of the vision impaired. Listening are Annette Sturdivant (standing), workshop cofacilitator, and (from left) Carolyn Weiskirch, Roberta Moore and Norma Ayers. Sponsored by the Office of Equal Opportunity Programs and the Office of Personnel Management, the workshop explored various factors affecting career success at AID. Twenty-four AID women attended the pilot course, which will be offered again Feb. 18-20. For more information, call 653-8612.

## Grant to Aid in Developing African Crops

The University of Maryland-Eastern Shore (UMES) received a \$5.8 million agriculture research and development grant—the largest amount ever given by the Agency to a member of the Historically Black Colleges and Universities group.

The grant is representative of AID's continuing efforts to promote increased food production for Africa, in general, and Cameroon, in particular. The research will be conducted in Cameroon.

"The grant will be used to assist in the development of improved varieties and production methods of crops such as sweet potatoes, cocoyams and cassava," said Deputy Administrator Jay F. Morris, who signed the agreement.

"These crops are vital to the reversal of Africa's steady decline in per capita food production.

"Little attention has been given to the development of these food resources in spite of the fact that they constitute a major component of African diets," he continued. "By providing the funding for this project to the university consortium of UMES, Alabama A&M and Florida A&M, we're making available to Africa some of America's best research minds and facilities."

## South African Teachers to Get Training

The Agency has signed a \$550,000 planning grant aimed at strengthening the capacity of African teachers' groups to develop and sponsor training programs for member teachers in South Africa.

The grant is part of the expanded AID program in South Africa that seeks to strengthen private South African organizations working for change and to improve educational opportunities for blacks.

At the Oct. 22 signing ceremony, Administrator Peter McPherson said, "This one-year planning grant will permit U.S. institutions to identify and develop resources in our educational community that can be used by South African private teachers' organizations to bolster their training."

McPherson explained that the consortium of American colleges will provide direct support to teachers' organizations to finance administrative costs, leadership training seminars, scholarships and other costs associated with the program.

In fiscal 1986, AID committed over \$20 million for scholarships, education programs, labor and business training and human rights activities in South Africa.

Consortium members are Livingstone College, Shaw University and Winston-Salem University, all in North Carolina; Florida Memorial College; and Paul Quinn College in Texas.

## AID Bureau Heads Sworn In

RICHARD BISSELL

Richard Bissell has been sworn in as assistant administrator of the Bureau for Program and Policy Coordination, succeeding Richard Derham.

Bissell previously was executive editor of the *Washington Quarterly*, Georgetown University Center for Strategic and International Studies, and was an adjunct professor of government at Georgetown University.

Before that, he was director of research at the U.S. Information

Agency from 1983-84; professorial lecturer, Johns Hopkins School of Advanced International Studies in 1982; visiting professor of political science, University of Pennsylvania, 1978-82; and at the Foreign Policy Institute from 1976-82.

Bissell graduated from Stanford University in 1968 and received a master of arts in law and diplomacy in 1970 and a Ph.D. in 1973 from the Fletcher School of Law and Diplomacy, Tufts University.

THOMAS BLANK

Thomas Blank was sworn in as assistant administrator for the Bureau for External Affairs (XA) at a Nov. 20 ceremony at the State Department.

Blank returns to AID from Rollins Environmental Services, Inc. in Delaware where he was vice president for external affairs. He first joined the Agency in 1983 as associate director of the Office of Public Affairs and was the Agency's principal news media spokesman.

From 1981 to 1983, he served at

the Department of Transportation as acting director of public affairs under Secretary Elizabeth Dole and as special assistant in the Office of Public Affairs under Secretary Drew Lewis.

Earlier experience includes four years on Capitol Hill as press secretary and later as administrative assistant to Congressman Robert Walker (R-Pa.).

Blank is a graduate of Wake Forest University, N.C., with a degree in English and speech communication.

# OFDA Coordinates Disaster Response

**OFDA** "When disaster strikes, OFDA is always ready. We mobilize our staff, acquire government resources and coordinate the U.S. response with that of private voluntary organizations, international agencies and other donors," explains Julia Taft, director of AID's Office of U.S. Foreign Disaster Assistance (OFDA).

Last year alone, OFDA helped more than 30 million victims of drought, famine, earthquakes, volcanic eruptions, hurricanes, floods and other declared disasters in 39 countries.

In keeping with a long American tradition of helping disaster victims throughout the world, OFDA provides food, transportation, medicine, tents, plastic sheeting, water purification equipment and other emergency supplies. The beneficiaries of this relief are primarily those people in developing countries who are least able to survive without outside assistance.

"Developing nations are particularly vulnerable to disasters," says Taft, "since they have fewer resources to deal with and large numbers of their population often live in marginally safe areas."

OFDA is involved in all types of natural disasters. Its mission is to provide humanitarian assistance to save lives and alleviate human suffering.

It also provides assistance in the wake of accidental or man-made catastrophes, such as oil or toxic waste spills, power shortages, fires, explosions and air crashes. When large numbers of civilians are affected by civil strife and temporarily forced to abandon their homes and livelihood, OFDA provides immediate assistance.

"I think the reason the United States reacts so quickly to foreign

disasters is because we are a country that has always held human dignity, humanitarianism and caring for the individual in the highest esteem," says Taft.

"From what I have witnessed, the United States and the American people receive as much, if not more, as we give in this program."

For example, in response to the Mexican earthquake last year, a number of state and local officials throughout California participated with OFDA in the disaster response and worked directly with the Mexican government, she explains.

"The efforts proved extremely beneficial to the United States because it was the first time that these officials had ever witnessed the consequences of a major urban metropolitan earthquake in this hemisphere," says Taft. "The Mexican disaster offered them an opportunity to figure out how they should reorganize their own disaster response plans and programs in California."

Beyond emergency relief, a principal focus of the disaster assistance program is on strengthening the ability of countries to cope with disasters through increased reliance on their own resources. This is being accomplished through country preparedness programs and the development of early warning systems.

"Unfortunately, even in the United States, disaster preparedness is not a high priority. We are still evolving various disaster management plans," notes the OFDA director. "The preparedness dimension of our overall program includes training of host country officials, the design and implementation of early warning systems and support of in-country programs to increase public awareness of preventive measures and to improve the management of disaster response by the affected country."



**OFDA's mission is to provide humanitarian assistance in order to save lives and alleviate human suffering.**

Throughout the past year, OFDA provided disaster training and technical assistance to 26 countries throughout the world. OFDA works with U.S. missions and host governments to identify and develop effective programs to reduce the damage and loss caused by disasters.

In addition, the office continues to apply proven technologies for disaster early warning systems at the national and regional levels. The information these systems provide enables policy and emergency managers to make decisions about natural and man-made technological hazards and the threats they pose. "The information is extremely useful in increasing the lead time needed for better and more cost-effective decision making," says Taft.

During the past year, 20 countries in Africa were affected by famine and drought; villages around Lake Nios in Cameroon were devastated by a natural toxic gas explosion; Mexico and El Salvador were rocked by major earthquakes; the Colombian provinces of Caldas and Tolima

were devastated by the eruption of the Nevado del Ruiz volcano; the Philippines and Bangladesh were victimized by typhoons and cyclones; and Somalia was faced with a toxic chemical shipping disaster.

OFDA responded by delivering vitally needed emergency assistance to millions of men, women and children. This humanitarian aid included providing emergency food and shelter materials to the homeless, opening roads to move relief supplies and providing technical expertise, monitoring equipment and medical supplies.

"Since 1964, the United States government, through OFDA, has provided over \$3.3 billion in emergency assistance to victims of more than 865 disasters around the world," said Taft. "These contributions reflect the concerns of Americans for disaster victims in years past and are also an example of the humanitarian assistance OFDA will continue to provide in years to come."

—Renee Bafalis

## James Harper

As a veteran returning from the Korean War in the 1950s, little did James Harper suspect that his future career path would lead him back to that area of the world in an assignment that would prove to be the most memorable of his 29 years with the U.S. foreign economic assistance program.

From clerk-typist for the International Cooperation Administration (ICA) in 1957 to special assistant to the mission director in Saigon in the late-60s to his present position as public information specialist in the Bureau for External Affairs, Harper says of his years with AID, "It's been a rewarding experience. I've developed as a person, and my various positions have given me a good knowledge of the Agency's operations."

Harper arrived in Washington,

D.C., shortly after graduating from Allen University in Columbia, S.C., with a degree in business education. Assigned first to ICA's controller's office, he was reassigned to the Office of the Executive Secretary (ES) where he began his career with AID when the Agency was formed.

He quickly rose to supervisor of the communications control section and then to the position of analyst where he was responsible for reviewing all correspondence for the Administrator and Deputy Administrator and assigning action.

"The job reinforced the importance of adaptability in a work situation," he says. "We had at least four administrators during my years in ES, and each had a different style of language and format he preferred for correspondence."

In 1969, Harper's boss, Executive



Secretary Donald McDonald, was reassigned as mission director in Vietnam and asked Harper to serve a tour at post, overseeing all correspondence for the mission. Although Harper was married by this time, he accepted the 18-month unaccompanied assignment because he "felt it

was an opportunity to contribute directly to an important Agency effort in the field."

Economic Support Funds were being used at the time for projects such as installing electricity and phones and improving water and sanitation. In a quite different work environment from Washington, Harper remembers going out on his balcony at night and seeing and hearing artillery exploding. Yet, he says, "The experience was among the most worthwhile I've ever had—to have the opportunity to learn first-hand about another culture."

Although he was asked to extend in Vietnam, Harper returned to AID/Washington because the niece he and his wife were raising was just entering high school. "I loved what I was doing at the mission, but I felt this was an important time to be with my family," he says.

Reassigned to ES, Harper was  
(continued on page 17)

# Technology Helps Meet Global Challenge



The products of science and technology that have revolutionized life in industrialized countries also have had a dramatic impact in the Third World. Today, science is more fruitful than ever and can help meet the global challenge to make a better and fuller life available to all in the human family.

Poverty, hunger and disease are still rampant in many developing countries. Major problems include rapidly growing populations, high infant mortality, widespread illiteracy and growing unemployment. AID continues to seek appropriate tools to meet these and other challenges.

Among the innovations still needed to help countries move toward their development goals are efforts to reduce illness and death, especially among young children and women of childbearing age; safe, effective voluntary family planning methods; easy-to-use vaccines; fast-growing, nitrogen-fixing trees; flexible educational systems; and work-incentive programs. AID's Bureau for Science and Technology (S&T) has a more vital role than ever before in these endeavors.

In the late 1940s and 1950s, U.S. development assistance focused on transferring U.S. technology to developing countries. At AID's beginning in 1961, foreign assistance planners called for "a modest beginning on a research program" and acknowledged that "research could bring forth a wide range of new tools for promoting the process of development."

During the 1960s, AID focused on building scientific and technical skills in developing countries. In the



**Through S&T, AID helps host countries to create, adapt and apply appropriate technology as a way to solve their most pressing problems.**

1970s, greater emphasis was placed on U.S.-generated research to meet basic needs of the poorest populations in the developing world. Now, AID is re-emphasizing institutional development without losing sight of basic human needs. This evolution of focus testifies to the fact that the Agency has become increasingly adept at addressing Third World needs and limitations.

"During the last quarter of a century, AID has learned that science

and technology play a critical role in successful and enduring development," affirms Senior Assistant Administrator Nyle Brady, AID's chief advocate for science and technology during the last five years.

Over the years major achievements have been made in global development. The "Green Revolution" is among the most notable. But, as Brady asserts, "This was no accident. It was based on carefully planned scientific and technological research carried out by national, regional and international research institutions in several developing countries. The improved cereal varieties that it produced were coupled with increased use of fertilizers and irrigation water and with wise public policies that insured profits for the farmers who were willing to use the new technologies and practices."

Extensive biological, physical and social scientific research was needed to develop the new approaches. But as Brady points out, "Successful outcomes, such as the Green Revolution, justify the human and financial commitment they entail."

The remarkable growth of India's agricultural research institutions is another achievement in which AID played a major role. By harnessing the world-class expertise in the U.S. agricultural research community, the Agency was able to provide India's scientists with the guidance and model to build their own system of agricultural universities.

Today, AID is more certain than ever that new technologies properly adapted and employed are an essential ingredient for development. The Agency has an extensive science and technology agenda and cooperates with many U.S. institutions and international, regional and national research centers to focus on the best

available resources to solve development problems.

Through S&T, AID works with host countries to help them create, adapt and apply scientific solutions to their most pressing problems. The bureau also assists in developing human and institutional resources and in identifying the most promising areas for research and technology transfer.

During the last several years, a number of important trends have helped to make S&T more effective. The Agency's approach to science and technology has been reinvigorated. Attention has focused on research topics selected on the basis of greatest need and potential for usable results.

Collaborative efforts between S&T, on the one hand, and the regional bureaus and country missions, on the other, have increased. This cooperation in the design and implementation of technical projects for both research and technology transfer have helped the Agency to make more rational and cost-effective technical decisions.

Recently, scientific research is yielding an important medical breakthrough. For many years, AID has supported research to develop vaccines against malaria. Field tests are being prepared for vaccines against both the most virulent and most common forms of this tropical disease.

Brady emphasizes, "While those technologies took many years of intensive international scientific cooperation to develop, that process was 'a snap' compared to what remains to be done. The easiest successes are behind us.

"The good news is that scientific capability and knowledge are growing at a phenomenal rate," he says. "New scientific tools—biotechnology, data processing, satellite remote sensing and others—give researchers capabilities that they could only imagine a few decades ago."

More than ever before, AID recognizes the value and intrinsic benefits gained by extending assistance to the developing world. Developing countries are valuable friends—as political allies, as trading partners, as environmental guardians and as scientific collaborators with strengthened economies and productive populations.

AID is helping these countries explore and develop new agricultural and health technologies, as well as the expertise in education, energy, voluntary family planning and other areas they will need to participate as equal partners in what can be the golden age of the twenty-first century.

"The bottom line is that new technologies must be developed and transferred, and poor countries must be helped to develop the skills and institutions that can build and maintain improved systems," says Brady.

AID's Bureau for Science and Technology is meeting that challenge.

—Marcia Packer

## Harper continued

"bumped" to the Office of Legislative Affairs during the reduction-in-force of the early-70s. He had been there only about a year when Congress passed the Privacy Act, and Harper was assigned to the staff in the Office of Personnel that was responsible for dealing with requests resulting from the new law.

"Since individuals had never before been able to see what was in their personnel records, we conducted seminars to brief AID employees on the new act," he says. Despite careful preparation, initial problems arose in carrying out the new regulations. "Employees wanted to see what had been written in their background investigation. Even though we deleted the person's name who had written the evaluation, the employee often could recognize the handwriting of an acquaintance—and then we'd hear from that person after the employee contacted him or her. As a result of that experience, all records had to be typed to ensure anonymity."

When the Privacy Act staff merged with the Freedom of Information (FOI) staff in the Bureau for External Affairs, Harper switched to

handling requests under the FOI Act.

For all of his experience and expertise in managing the necessary paperwork essential to any organization, Harper turns to more physical pursuits in his leisure time. "I'm a sportsman at heart," he says, listing hunting, fishing and baseball among sports he enjoys. In addition, Harper is one of the lucky few with Redskins season tickets. "I bought them with a group of friends back in 1967," he says, "and have hardly missed a game since."

Through the years, Harper has observed a shift in program emphasis in the Agency. "AID used to be mainly concerned with capital-intensive activities. Now we are providing technical assistance and encouraging people to help themselves. This is definitely the right way to go.

"Based on my experience, I feel there will always be a need for the kind of work that AID does—helping the underprivileged of the world. We've had some successes and some failures over the years, but it has been a personally rewarding career to have worked to help make the world a little better."

—Suzanne Chase

# Bureau Adapts Aid to Africa's Realities

**AID** "The central challenge for the future of Africa is to reactivate economic growth," says Mark Edelman, assistant administrator for the Bureau for Africa.

"Our long-term strategy aims to lay a foundation for growth by supporting economic reform, agricultural production and human resource development, as appropriate to individual country conditions."

AID has been active in sub-Saharan Africa since the Agency's beginning in 1961. In the past 25 years, there have been numerous shifts in country programs reflecting changes in the political and economic realities in Africa, as well as alterations in AID's development strategies and priorities.

Over time, however, Africa has grown increasingly important to the United States. The last five years have accounted for almost 40% of the total U.S. assistance to Africa since 1962. Today, Africa has emerged as a major focus of U.S. assistance, and the Africa Bureau has a solid strategy to lead the Agency forward into the next decade.

Although AID has a strategic plan for U.S. assistance to Africa, it is, of course, Africans themselves who are responsible for their own development, Edelman points out. Today, he says, there is a change in attitude, as evidenced at the recent U.N. Special Session on the Critical Economic Situation in Africa, where African leaders acknowledged that Africa's future rests squarely in their hands.

Since 1981, the Africa Bureau has been adapting its assistance to the grim realities of Africa's growing crisis. However, the continent's multifaceted crisis has been building for many years. The recent drought and famine brought world attention to only part of the problem.

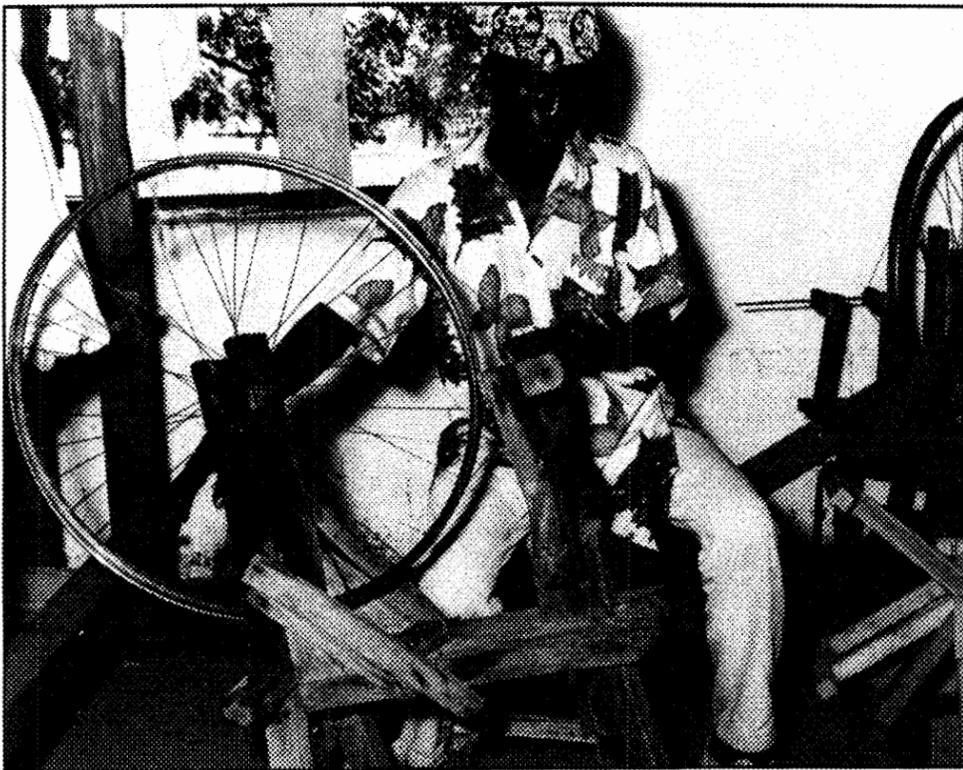
On the international level, worsening terms of trade, price fluctuations and worldwide recession have undercut African exports, raised import costs and produced unmanageable debt burdens.

On the domestic level, there is a growing gap between population, food production and allocation of resources. This is often exacerbated by armed conflict, political unrest and corruption.

Until recently, most African nations have neglected agriculture and stifled private initiative. Prices to farmers have been kept artificially low to satisfy the demands of politically important urban groups for cheap food. Consequently, farmers have had no incentive to increase their production beyond subsistence levels. Over the last 20 years, per capita food production in Africa has declined 20%.

The immediate prospects for recovery from food shortages appear good. Rainfall levels have been above average, farmers have planted their fields, and most famine refugees have returned to their villages to resume their livelihoods.

The medium-term prospects for



**Although AID has a strategic plan for U.S. assistance to Africa, it is Africans themselves who are responsible for their own development.**

food security are promising if countries follow market-oriented policies, liberalize trade, introduce sustainable, appropriate technologies, invest in marketing infrastructure and formulate methods to deal with local food shortages.

Edelman admits the challenge for AID is enormous. In fiscal 1986, the United States provided \$850 million in bilateral economic assistance, which represents 14% of total official development assistance to Africa. AID also provides emergency relief and recovery assistance as needed; this amounted to \$880 million in 1985.

Because of budgetary restrictions, assistance to Africa for fiscal 1987 is expected to fall to \$675 million. Resources are declining at the very time opportunities in Africa are increasing, says Edelman.

The bureau's three-pronged approach—economic reform, agricultural production and human resource development—represents concentrated policy efforts.

In the last two years, the Africa Bureau has tightened the focus of its strategy by concentrating resources on key countries, expanding the use of policy conditioned non-project assistance, adopting a targeted agricultural research plan and stepping up efforts in population and health.

Economic and institutional reform is key to renewed growth and is the centerpiece of the bureau's strategy. African governments need to change current economic policies with the aim of establishing an environment conducive to individual enterprise and self-sustaining development.

AID efforts toward economic stabilization and policy reform consist of short-term balance-of-payments relief through Economic Support Funds, funded commodity import programs, cash grants, P.L. 480 Title I/III food sales programs and sector and project assistance.

Through the Africa Bureau, AID will extend more flexible assistance

to African countries undertaking critical policy reforms under the African Economic Policy Reform Program (AEPRP) for select African countries. All of the AEPRPs are aimed at either reducing government activity in the productive sectors of the economy, reducing or rationalizing government controls on the private sector, or both.

Agriculture also is a major priority in the Africa Bureau's assistance strategy. In addition to addressing underlying structural reforms in agriculture, there are four parts to the bureau's agricultural development program: agricultural production,

including agriculture research and agriculture university development; market links development; natural resources management; and drought preparedness.

The bureau's third category of development priorities, human resource development, involves education, health and population activities.

To increase human productivity and to help balance population, food and resources, AID will continue to focus assistance in the priority areas of training, child survival and voluntary family planning, emphasizing low-cost technologies, improved management and financially viable approaches to service delivery.

AID's population programs are designed to respond to African priorities and will continue to stress the integration of voluntary family planning into public health systems and the development of private sector services.

In health, AID's programs help develop primary care systems that provide preventive and curative services based on simplified, diagnostic methods and treatment of common illnesses at early stages. The major focus for the coming years will be child survival and the treatment of communicable childhood disease, diarrhea and malaria through immunization, oral rehydration therapy and nutrition programs.

"Success in meeting our goals and reactivating growth in Africa will depend on the imagination and skill with which AID, other major donors and Africans themselves use diverse and complementary resources to meet the special needs of the continent," Edelman concludes.

—Laurie Volk

## Opportunities

From page 1, column 2

of the Private Sector Coordinator.

Despite these initiatives, Morris told the delegates that "there isn't one of us who isn't disappointed in the results of CBI thus far." He said that part of the problem was that "everyone overestimated how easy it would be" to realize significant gains.

In addition, Morris said that a global recession had caused sudden and drastic drops in prices for sugar and bauxite, undermining the fragile economies of countries in the Caribbean Basin.

The failure of many government and industry leaders in the region to embrace free market policies also has thwarted some of the benefits offered by the CBI, according to Morris.

Morris warned that protectionist legislation that has gained momentum on Capitol Hill in recent years could hurt the U.S. economy and hamper efforts to encourage trade and development in Central America and the Caribbean.

"President Reagan began his second term committed to attacking our growing trade problems—not by

cutting us off from the world, but by addressing their root causes," Morris explained. "The way to reduce our trade deficit is by creating a trading environment in which our companies can expand their markets."

"To yield to protectionism is to court disaster," Morris counseled. "Our trade deficit is intolerably high. It must and will come down. But, resorting to protectionism would be like eating seed corn; it fills your belly today, but tomorrow you starve."

"We can be thankful," Morris told the delegates, "that so far the CBI has remained unstained by recent protectionist legislation. We must be concerned, however, that this may not always remain the case."

Morris concluded his remarks by challenging countries in the Caribbean to intensify their efforts to make themselves attractive to U.S. investment. He also encouraged American investors to cooperate with these countries. "They will provide a future market for your goods and services—a market you need."

"Bound by geography, economic philosophy and friendship, the only way we can make it is as one united force," Morris declared.

—Roger Noriega

# PPC Helps Set Agency Goals



"I look to the Bureau for Program and Policy Coordination (PPC) to provide leadership at AID in helping me shape our policies on international development," said Administrator Peter McPherson in introducing Richard Bissell as the new assistant administrator for PPC.

For the past 25 years, PPC has been at the center of the evolution of development strategies—the vital link between concepts of development assistance and their application in AID projects.

"PPC has become the Administrator's 'right arm' for converting his vision of AID's role into policies and programs," says Bissell. "PPC is called upon to assist AID senior management with material for policy statements, speeches and congressional hearings."

The Administrator's challenge to Bissell and his staff carried with it the task of preparing the allocations for fiscal 1987. "The combination of deep cuts and the proliferation of earmarks and functional accounts makes this task extremely complex. The Office of Planning and Budgeting (PB) has spent recent weeks on a nearly round-the-clock schedule to sort out budget allocations," Bissell reports. "PB is making every effort to get funding out to the operating programs early in the year and to settle budget issues for fiscal 1988."

Beyond the budget issues, Bissell and Deputy Assistant Administrators Martin Dagata and Ernest Preeg are mapping an agenda for the coming year that will focus on urgent tasks in policy, legislation and donor relations.

Bissell describes the bureau's agenda in broad terms. He says PPC must expand the concept of foreign aid to emphasize the important effects of trade, debt and private investment; focus on the issue of long-term viability of projects and policy reform programs in which AID has a key role; and strengthen the private sector in developing countries to foster economic growth.

Over the past decades, PPC's role has been shaped by a number of important changes in management and development priorities. These are reflected in the functions of PPC's several offices.

For example, the Agency's goal of greater decentralization of management has changed PPC's role in the project review process. PPC limits itself to looking for policy issues in program and project reviews. PPC hopes that the bureaus will strengthen their own role in monitoring projects. This change will allow PPC more time for policy development and broad oversight responsibilities.

Over the past six years, the Office of Policy Development and Project Review (PDPR) has taken the lead in preparing a wide variety of policy statements. The variety of topics illustrates the diverse interests and responsibilities of the Agency. Policy papers address such traditional topics

as AID's interest in agriculture, health, education and private sector development. But they also include innovative development subjects such as pricing, subsidies and related aspects of food and agriculture policy, recurrent costs, local currency usage, human rights, trade and privatization. Policy papers are currently being drafted on employment, development of financial markets, energy and local currency.

In addition to policy papers and determinations, PDPR is developing manuals to assist in economic and financial analyses of projects. The office also has a vigorous research program on such topics as privatization and capital market development, socioeconomic effects of structural adjustment and the interplay of environment and population. For instance, PPC's Women in Development Office has promoted greater awareness of the practical importance of gender issues to Third World development.

PDPR and PB staff maintain a close link with the operating bureaus

to facilitate the introduction of Agency policy into the programming system. PB regional coordinators and PDPR sector specialists participate in the review of AID's programming documents such as the country development strategy statements (CDSSs) and action plans, identifying issues of interest throughout the Agency. They also participate in sector councils and sector-specific task forces.

AID's work in the international development community inevitably brings AID into debates on a wide range of economic policy issues. The Office of Economic Affairs (EA) has a major role in addressing issues of debt, finance, trade and economic policy reform. EA provides economic analyses and studies in these and related areas to support policy-making and policy dialogue.

One area presently receiving special EA attention is tax policy and experience with tax reform in less developed countries. EA also reviews all Agency balance-of-payments support programs, particularly their

economic justification and proposed conditionality. EA is reviewing conditionality policy and devising growth strategies that will enable very indebted poorer countries to meet these conditions.

PPC has a lead role in AID's relations with other donors. In a world of shrinking resources, donor coordination has become more important to ensure the most effective complementary use of funds. In the current negotiations with multilateral lending institutions, PPC has stressed the need for improvements in policies and performance as prerequisites to increased U.S. funding. For instance, working with the departments of Treasury and State, PPC has developed an extensive list of reforms that the United States is seeking in the Inter-American Development Bank (IDB) as a condition for a substantial funding increase. Similar efforts are under way with the Asian and African development banks.

"Under the Administrator's leadership, PPC has begun the demanding task of strengthening and tracking our relations with the

*(continued on page 22)*

## Office Ensures Equal Opportunities



The concept of affirmative action was introduced in 1961 when President Kennedy issued an executive order requiring government agencies to undertake "positive measures for the elimination of any discrimination direct or indirect which now exists." For 25 years, AID has been one of the leading federal agencies in promoting equal opportunity for women and minorities.

AID was one of the first agencies to carry out the affirmative action directive in its personnel management policies. As early as 1963, a special assistant to the Administrator was appointed to recruit minorities for mid- and senior-level positions in AID's Foreign Service.

Soon after President Nixon took office in 1969, he directed the Civil Service Commission to study the federal equal employment program and recommend improvements. He issued an executive order later that year that built on an earlier initiative by President Johnson. Nixon's order stated that equal employment opportunity "applies to and must be an integral part of every aspect of personnel policy and practices in employment, development, advancement and treatment of civilian employees of the federal government."

The order emphasized upward mobility so that employees with abilities to advance would receive training and experience that would help them compete for more responsible jobs. It listed specific steps that comprised "affirmative action," and it made a clear distinction between equal opportunity efforts for all persons and training programs to employ and assist the disadvantaged.

In response to this directive, AID's first director of the Office of Equal Opportunity Programs (EOP), Nira Long, was appointed in 1969. Under Long's leadership, the office launched new initiatives that made AID a pioneer in establishing an effective Equal Employment Opportunity (EEO) program.

For example, bureaus and offices were required to report to the Administrator and EOP all efforts to appoint minorities to mid- and senior-level positions and to justify underrepresentation in their units. EOP also played a major role in designing and implementing upward mobility and training programs designed to improve the skills of minorities and women in grades GS-8 and below.

Project Upgrade was the first program aimed at offering new opportunities to employees in dead-end jobs. During the four years that the program was active, 26 employees were retrained and reassigned to more responsible positions.

In 1974, Project Stride and the Foreign Service Crossover program were designed to continue AID's upward mobility efforts for civil service and foreign service staff. Over 50% of the graduates of these programs have been successful in their careers at AID, moving into mid- and senior-levels of the Foreign Service or Civil Service.

EOP also established the Women's Advisory Committee. With a commitment to improving career opportunities for women, the committee advised EOP and the Administrator on equal employment policies.

In 1977, in an effort to improve participation of senior officials in equal employment policies, then

Administrator John Gilligan appointed a task force of AID employees to evaluate the EEO program and recommend improvements. The task force, which included EOP Director Glenwood Roane, recommended establishing an Equal Employment Opportunity Oversight Board (EEOOB) to evaluate Agency equal employment programs and maintain a dialogue at the highest levels within the Agency. The EEOOB, made up of senior AID officials, still exists.

Under President Carter's reorganization of executive agencies in 1979, responsibility for affirmative action and equal employment was given to the Equal Employment Opportunity Commission (EEOC).

Pauline Johnson, director of EOP at that time, set up a targeted recruitment program to address underrepresentation of minorities and women in both the Foreign Service and Civil Service in AID. EOP developed and conducted the first comprehensive EEO training program for AID managers and supervisors. In conjunction with these efforts, the EEOOB determined that each bureau and office should prepare an individual affirmative action plan that sets annual goals.

When Mosina Jordan was appointed EOP director in 1982, she sought to strengthen the office by involving EOP in a variety of personnel functions, such as membership on various foreign service panels and development of personnel policy.

Ivan Ashley, who joined EOP in 1983, continued these programs and policies and was instrumental in redesigning the EOP training for managers and supervisors.

"Over the past few years EOP has undertaken several new initiatives

*(continued on page 22)*



The Bureau for Food for Peace and Voluntary Assistance (FVA) can claim the distinction of having the broadest responsibilities of all the bureaus in the Agency, according to Assistant Administrator Julia Chang Bloch. FVA is involved with emergency relief and development aid programs in more than 70 countries.

The bureau administers U.S. bilateral food aid programs worldwide, coordinates AID support for private and voluntary organizations and directs the American Schools and Hospitals Abroad (ASHA) program. Although these programs are diverse in their design and purpose, they all seek to marshal the human resources that are critically important to the development process.

Perhaps no event in the past 25 years has so dramatically demonstrated the underlying human concerns of FVA programs as the recent African famine. The bureau was at the center of the largest famine relief effort in history. Long after the TV cameras and public attention focused elsewhere, FVA—working with the Africa Bureau and the Office of U.S. Foreign Disaster Assistance (OFDA)—has remained on the job, directing the essential follow-up actions to the African emergency.

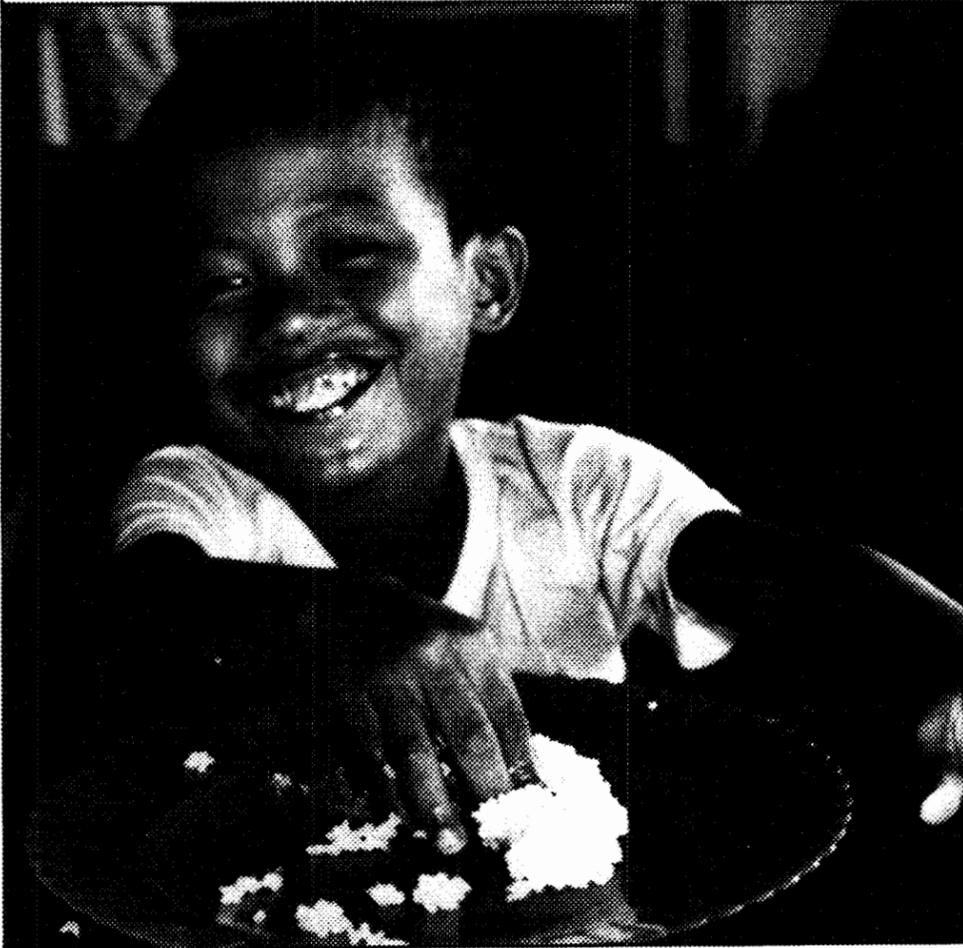
To meet short-term needs, sub-Saharan Africa has received substantial P.L. (Public Law) 480 assistance. Whereas only two sub-Saharan African states received Title I/III concessional sales assistance in fiscal 1975, totaling \$17.1 million, the number of countries had grown to 12 by fiscal 1986 and the value of assistance had increased more than tenfold to \$179 million. During this same period, the number of sub-Saharan African countries receiving Title II donations increased from 38 to 41, and the value of the food commodities increased by roughly fivefold, from \$72.8 million to \$338 million.

During the first 10 years of U.S. food aid programs, expanding U.S. agricultural trade was a primary concern. By the mid-1960s, however, the huge surpluses of the 1950s and the early 1960s had diminished, and the problems of world hunger and economic advancement in the developing countries were more explicitly recognized as objectives of the newly titled "Food for Peace" program. The 1966 Food for Peace Act specifically strengthened the development and self-help objectives of the program by requiring, for example, that development criteria and strategy be addressed in the negotiations of P.L. 480 agreements.

Much of this assistance came through the Food for Peace program, the oldest and largest food aid program in the world. Between five and seven million metric tons of U.S. food commodities, valued at roughly \$1.5 billion, are supplied each year to support development and meet humanitarian needs in over 75 countries around the world. Food for Peace has contributed more than half of the total world food aid in recent years.

The objectives of expanded U.S. trade and international development are, in fact, complementary. As Bloch

## Diverse Programs Aim to Marshal Resources



**Between five and seven million metric tons of U.S. food commodities, valued at roughly \$1.5 billion, are supplied each year to meet humanitarian needs in over 75 countries.**

explains, "Developing countries are now too poor to buy much commercially. If these countries do not achieve economic development, and specifically agricultural development, they will never become viable, paying customers."

A long-term goal of Food for Peace is to duplicate the successes of Korea, Taiwan and Brazil. These countries formerly received food aid but have progressed economically to the point where such assistance is no longer necessary. They are now important commercial importers of U.S. agricultural commodities.

"This is why the United States has taken the lead in bringing home the point that the policy of the Food for Peace program today makes a conscious effort to link much of its assistance to an overall development strategy in recipient countries," says Bloch.

Since World War II, U.S. foreign assistance programs have been administered in cooperation with many private voluntary organizations (PVOs). In the early years, the emphasis was primarily on relief and disaster assistance efforts. Recently, FVA's emphasis has shifted from conducting short-term relief projects to planning and carrying out long-term programs geared toward eliminating the underlying causes of chronic world hunger and poverty.

As of November 1986, there were 198 U.S.-based PVOs registered with AID. They have received over \$1.5 billion in private contributions (cash, supplies and equipment). The U.S. government has provided over \$814 million in the form of grants, contracts, U.S. government-owned

excess property, ocean freight subsidies and P.L. 480 donated food.

By joining forces and complementing each other's capabilities and scope, AID and PVOs have accom-

plished more than either could alone. AID is committed to strengthening that productive partnership, Bloch points out.

Since 1961, the Office of American Schools and Hospitals Abroad has provided institution-building support to American-sponsored schools and hospitals abroad. In the past five years, \$134 million has been provided to 79 private institutions worldwide. Each year, such institutions educate nearly 200,000 foreign nationals from more than 100 countries and provide medical services to more than 3.5 million persons. These institutions meet most or all of their operating expenses from tuition, fees and private contributions.

Among the program's many accomplishments in the 1980s is the investment in 14 institutions serving 14,000 students in the Caribbean Basin, featuring major expansion of three institutions in Central America that emphasize programs in agriculture, the natural and social sciences, business administration and market economics.

ASHA has assisted in financing facilities and equipment at six hospitals in Botswana, Cameroon, Malawi, Rwanda, Zaire and Zambia to improve primary and secondary medical services and pediatric care. The program also has helped in the construction of medical laboratories, libraries and classrooms in the Philippines.

Bloch emphasizes that FVA is truly on the front lines in the U.S. effort to provide short-term assistance and long-term cooperation to improve the quality of life in developing countries.

—Wendell Morse

## Wheeler

From page 8, column 4

This period starts with terrible problems in deforestation and desertification, including increasing soil losses both by wind and water erosion. With the projected increases of population, human beings are going to put enormous pressure on water resources.

Some environmental problems are of concern to individual nations. But others have international impact, such as carbon dioxide increasing world temperatures or very broad-scale deforestation. Such issues will gain increased attention.

**Q.** How do you rate AID's record on the environment?

**A.** It has been ahead of other aid agencies, and therefore has a lot to impart to others. One of the things that has happened in the last couple of years has been a deepening of resolve by other donors to subject their programs to the kinds of environmental analysis now commonplace at AID. That's a very encouraging development. The Organization for Economic Cooperation and Development (OECD) has just adopted a new policy in this area.

**Q.** In terms of the future, are you optimistic?

**A.** I'm very optimistic because what I see is enormous progress over the past 25 years. And there's no reason why that progress has to stop.

My overall optimism is sobered by the problems we still face and by the realization that the development process itself will reveal new problems we cannot now see.

**Q.** What other changes do you see taking place?

**A.** Donor countries are undergoing an information revolution. Donors can help bring this to low-income countries. The new perception is that information is as important as goods—probably more important. As we come to absorb this development, strategies will change.

There are tremendous opportunities. The world will not be developed primarily with aid money. But aid agencies can play a critical catalytic role. Twenty-five years ago we tended to see development in terms of investments in things. Now we understand we must invest in people. As John Hannah used to say, "The only thing important is people." Development is increasingly seen as freeing the individual to use his or her creative potential.

# Personnel Innovations Help Employees

Looking back to AID's creation in 1961, the most significant events for the Office of Personnel Management (M/PM) were the implementation of the Foreign Service Act of 1980 and of the Civil Service Reform Act of 1979, according to William Sigler, director of personnel from Sept. 1981 to Sept. 1986.

Like other U.S. government agencies that employ foreign service and civil service personnel (the departments of State, Agriculture and Commerce; the U.S. Information Agency; and the Arms Control and Disarmament Agency), AID must conform to two government-wide personnel systems—the foreign service system and the civil service system.

"The implementation of the Foreign Service Act of 1980 brought AID's Foreign Service into the career Foreign Service of the United States. It authorized the commissioning of AID officers, putting them on a par with officers of the State Department and other federal agencies, and giving them full career status," Sigler explained.

Sigler noted that the first AID officers were commissioned in 1982. Much of the planning for implementation of the 1980 act was done by former directors of personnel Edna Boorady and Gordon Ramsey.

Several improvements in the foreign service personnel system were mandated by the act, including

performance pay for Senior Foreign Service officers, which AID extended to FSOs on the regular schedule; career counseling and improved professional and language training programs; a more formal and rigorous tenuring process; and a selection-out or mandatory retirement process based on relative performance.

During the past 25 years there were two other far-reaching innovations in the foreign service system: the open assignment system and the International Development Intern (IDI) program.

In June 1982, Administrator Peter McPherson signed an agreement with the American Foreign Service Association for an open assignment system, which provides for periodic announcements both overseas and in Washington, D.C., of all established and projected vacancies to be filled.

Information on position level, backstop and language requirements is provided, and FSOs eligible for transfer may submit, in rank order, four or more preferences for projected positions for which they are eligible and qualified.

"Although the system has been continually under review to make it more efficient and to rely more on our data processing capabilities, we believe it has been well received by members of the Foreign Service and AID management," said Sigler. "People have been particularly pleased that they have access to good data on assignment opportunities,

which they did not have five years ago."

The IDI Program was introduced as an entry-level program in July 1968, when the first class of five interns began training.

Sigler said that the IDI program has been very successful in attracting women and minorities to the Agency. It was temporarily suspended in 1984 for budgetary reasons but has been reinstated. New interns will begin service early in the next fiscal year.

"The Civil Service Reform Act of 1979 was the first step toward bringing management closer in line with private sector practices. It recognized the need to give first-line supervisors increased autonomy in managing their employees," according to Jan Barrow, associate director for Civil Service Personnel.

The 1979 act created a Senior Executive Service (SES) that encompasses managerial positions previously defined as supergrades.

"The central feature of the SES is a bonus system which rewards accomplishments made during the previous rating cycle," Barrow explained. "For employees GS-15 and below, the 1979 act substantially changed the manner in which performance is appraised. Performance requirements must now be communicated at the beginning of the rating cycle. Subsequent appraisals are now the basis for individual decisions regarding promotions,

reassignment, training and retentions.

"Through this process, managers are learning how to manage performance better. They are now effectively denying within-grade pay increases for marginal employees. In the case of a truly poor performer, they can now remove the employee in a more expedient fashion," Barrow said.

Moving toward private sector practices has been an up and down process for AID's civil service system, according to Barrow.

"The advent of the SES has proved to be a mixed blessing. The number of executives who may receive an annual bonus is considerably less than was originally envisioned. However, compared to other agencies, AID has had a high rate of success in having its rank awards nominations approved by the President," she said.

"Agency managers have also done an outstanding job of handling the surplus employee program. Where other agencies in the federal government have had RIFs, AID has managed its resources in such a way as to avoid similar agency disruptions.

"Overall, we expect to see a government-wide movement to deregulate the Civil Service, with individual agencies relying on internal systems to meet unique needs and requirements," Barrow predicted.

—Marge Nannes

## AID, Universities Join Efforts to End Hunger

Building on the research and personnel resources of U.S. agricultural universities to support the Agency's agricultural development assistance programs continues to be the basic purpose of the 10-year-old Title XII amendment to the Foreign Assistance Act of 1961.

Entitled "Famine Prevention and Freedom from Hunger," the legislation envisioned the technical transfer and adaptation of successful U.S. agricultural knowledge to developing country situations.

The Title XII program is led by the Board for International Food and Agricultural Development (BIFAD), which is a seven-member, presidentially appointed group, a 14-member Joint Committee on Agricultural Research and Development and a small support staff.

Over the years, BIFAD has directed its efforts toward the food and agriculture sectors in its thrust to end hunger.

Attempts to meet present goals have had to be balanced with addressing the long-term problems that impede progress. For this reason, a significant part of the Title XII program is aimed at strengthening

and building institutions to educate and train agricultural personnel, developing improved technology and working to have appropriate technology accepted by intended beneficiaries.

These three objectives are considered critical in improving the agriculture sectors of developing countries and addressing hunger and poverty issues.

In line with these objectives, the partnership between AID and U.S. agricultural universities has helped expand the institutional capacity and human resource skills within developing countries.

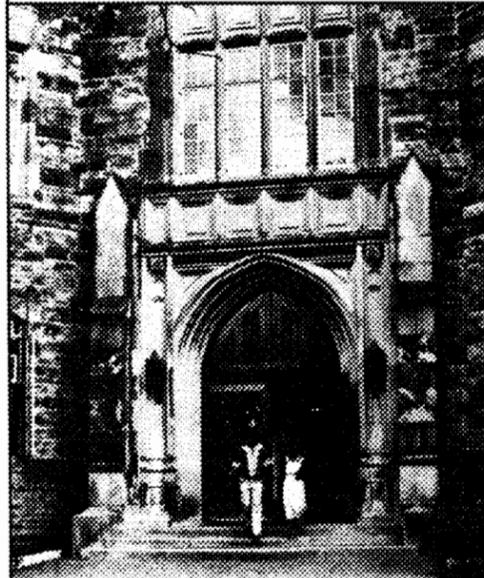
The partnership, with increased support from the private sector, has provided assistance for long-term university research in developing countries, collaborated with international agricultural research centers to meet specific needs and assisted in increasing agricultural production in developing countries.

In July, then Chairman E.T. York, Jr., sent President Reagan the board's proposed agenda for the second decade, stating, "There are compelling reasons for continuing and strengthening this partnership. First, it is in the self-interest of the United States that we do so. Secondly, it is,

quite simply, the right thing to do."

Presently, Title XII institutions are helping to carry out more than 100 AID-funded projects, including the improvement and development of agricultural research and research institutions.

Administered by individual institutions and associations and through the collaboration of universities and private sector firms, these projects are concerned with fish culture, farming systems research, irrigation



**The partnership between AID and U.S. agricultural universities has strengthened institutions and bolstered human resources in developing countries.**

management, resource conservation, range management, livestock development, agricultural extension, rural savings, vocational training, agriculture sector planning and agricultural research and development.

For example, in Indonesia, through cooperative agreements with three U.S. universities and AID, the agriculture program offered at the Institut Pertanian Bogor (IPB) was improved and expanded. By re-evaluating the university's academic programs, introducing new concepts, training staff and formulating long-range planning, the agricultural program's success was evident.

In 1960, there were 500 graduates from Indonesia's agricultural colleges; in 1985, the number had increased to 30,000. Of the 30,000, 30% overall and 80% of those holding advanced degrees were graduated from IPB.

IPB also has played an active role in the development of physical and biological resources that have improved Indonesia's agricultural resource base in increasing food production. One example of its progress in this area is that Indonesia has become self-sufficient in rice production in the past decade.

In long-term research activities, BIFAD's efforts are concentrated in eight Collaborative Research Support Programs (CRSPs). These programs involve 40 U.S. and 66 developing country universities and institutions in 30 countries collabo-

(continued on page 22)

# Private Sector Addresses Shelter Needs



"Government-provided housing cannot possibly meet the needs for shelter around the world, and this is particularly true of the Third World," according to Administrator Peter McPherson. "On the other hand, with the right government policies and very limited government programs, countries can mobilize the energies and resources of the private sector and the potential homeowner to meet the need."

This statement captures the theme of McPherson's speech at a ceremony marking the first World Habitat Day at the U.S. Department of Housing and Urban Development on Oct. 6. On this day, the United Nations called for a dedication of the coming year as "The Year of Shelter for the Homeless"—a time to examine shelter policies in the developing world and to support renewed efforts to expand housing opportunities for the poor.

For over 20 years, AID has provided capital and technical assistance in shelter and related urban services through the Housing Guaranty (HG) program. Administered by the Office of Housing and Urban Programs, HG is a unique success story, according to Neal Peden, assistant administrator of the Bureau for Private Enterprise (PRE). Through the program, AID makes a contribution to international housing finance similar to the domestic role of the Federal Housing Administration and

the Federal Home Loan Bank Board.

AID guarantees the investments of private U.S. lenders, such as banks, insurance companies, pension funds and savings and loan associations, in the long-term financing of basic shelter and infrastructure for lower-income families in developing nations. The cost to the borrowing countries is comparable to that of World Bank loans.

The program, which represents a long-standing partnership between the public and private sectors, has expanded its goals and geographic scope since its beginning in 1961. To date, 41 countries have taken part in the HG program, receiving help in developing their own housing finance institutions and in mobilizing local savings to help meet their housing needs.

As originally set forth in the Foreign Assistance Act of 1961, the program supported model housing projects in Latin America. These were designed to encourage U.S. builders to use advanced techniques in developing countries for housing construction, financing, management and marketing.

In 1965, Congress expanded the program to include institution-building components and authorized AID to issue guarantees outside Latin America. That same year, a Housing and Urban Development Division was created within the Bureau for Latin America and the Caribbean.

Congress voted additional author-

ity for worldwide programs in 1969. In 1970, a new centralized Office of Housing, organized under an assistant administrator, began its worldwide operations. Since 1981, the office has been located in the Private Enterprise Bureau, which reflects two aspects of its activities. The first is the reliance of the HG program and the related urban development activities of the office on the U.S. private sector. The second is its emphasis on supporting the development of indigenous private sector institutions to carry out sound housing strategies in developing countries.

Since the 1973 Congressional mandate focused AID resources on the needs of the poor, all shelter projects have been designed to benefit low-income families. The emphasis has been on ensuring secure tenure and financing affordable shelter and basic services such as potable water, sanitation and roads.

The authorization of \$150 million per year in loan guarantees has not only been a means to build housing, but also a way to support efforts to develop essential shelter institutions and influence sound policies and resource allocation. The goal has been to achieve comprehensive and responsive strategies for meeting shelter needs.

Third World leaders more clearly understand that foreign capital assistance and government resources alone are not sufficient to meet their shelter and infrastructure needs. The

HG program works with these leaders to design and carry out shelter policies that minimize public expenditures through cost recovery and rely as much as possible on the private sector.

"The office supports access to affordable credit, which is the cornerstone of an effective shelter strategy," says Peden. "The role of the government is absolutely essential to a successful shelter program—but as a facilitator, not a provider, of shelter."

During the remainder of the 1980s, PRE will work to stimulate the indigenous housing sector that traditionally relies largely on private enterprise and investment.

AID also will build and strengthen national, regional and local agencies and financial institutions that are important in carrying out shelter projects. The Agency hopes to encourage developing countries to limit and decentralize government authority, giving institutions closest to the beneficiaries an increasing role in the decision-making process. In addition, AID will help assess housing needs and develop an affordable and fair strategy to meet them.

"AID research demonstrates that with sound, effectively administered national policies, the world's shelter problems can be solved," says Peden. "If AID is successful in its efforts, the developing world will soon benefit from more effective and affordable shelter policies."

## PPC

From page 19, column 4

numerous international organizations and multilateral development banks," Bissell reports. "AID's voice is an important one in international forums. The Donor Coordination Office helps promote our active partnership in the Development Assistance Committee of the Organization for Economic Cooperation and Development, which includes 18 bilateral donors. Also, with the help of the Treasury Department and AID missions, PPC scrutinizes the soundness or orientation of development bank projects through its 'early warning system.'"

PPC has developed a roster of

items that will be the focus of special attention by its senior management and staff. The highest priorities include:

- The need for greater emphasis on trade and investment policy reform in development planning and growth strategies;
- The integration of agricultural development, food security and disaster relief;
- Mitigating social and political costs of structural reform programs; and,
- Striking the appropriate balance between bilateral and multilateral assistance.

"PPC will be looking at ways to increase the involvement of the regional bureaus and missions in formulating policy," pledges Bissell.

—Warren Weinstein

## EOP

From page 19, column 4

which have improved EEO planning and monitoring," says current EOP Director Dennis Diamond. "For example, EOP now uses detailed data to determine the availability of women and minorities for each AID foreign service or civil service job category. Using this material, EOP can more accurately analyze the Agency work force and set annual hiring goals.

"We also have required bureaus and offices to develop affirmative action plans that focus on career progression and underutilization of women and minority employees," Diamond explains. In addition, all supervisors now are rated on their efforts to implement the Agency's affirmative action plan.

Recently, EOP developed an innovative workshop on career management aimed at preparing women to move into mid- and senior-level positions in the Agency.

EOP has developed a comprehensive statistical package that is used to monitor trends in aspects of employment at AID.

"Throughout its 25-year history, AID has been among the leaders in promoting affirmative action," says Diamond. "EOP is committed to continuing that progressive tradition and bringing talented people of all backgrounds to the AID team."

## SCI

From page 9, column 4

In Pakistan, where large areas of land are unusable because of their high salinity, a PSTC grantee developed a new pasture system using Kaller grass and nitrogen-fixing soil bacteria.

Not only is the Kaller grass turning wasteland into pasture and adding nitrogen to the soil, it is also reducing salinity in the topsoil, making conventional crops viable in the future.

Under PSTC, AID has encouraged worldwide "networks" of researchers who are working on similar projects. For instance, 16 institutions are sharing data in mosquito vector research to develop new control mechanisms such as natural predators and pathogens.

Another network, involving researchers in a dozen countries, provides basic data to assist in the fight against acute respiratory infection, a major killer of children in developing countries.

"SCI is encouraging researchers in developing countries to stay on the 'cutting edge' of technology, which promises to improve the quality of life in the Third World," says Minners.

"Our programs seek not only to transplant technology, but to encourage 'home-grown,' cooperative research on development problems."

## BIFAD

From page 21, column 4

rating on 157 research topics. The first CRSP, on small ruminants, began in 1978, and the eighth one, on fisheries, was started in 1985.

Other CRSPs deal with sorghum and millet, beans and cowpeas, peanuts, tropical soil management, nutrition and aquaculture pond.

Building on the foundations established in its first 10 years, BIFAD has targeted six areas of emphasis for

increasing the effectiveness of the Title XII partnership in its second decade.

These include increasing agricultural expertise in developing countries, using U.S. agricultural professionals effectively, expanding collaboration among and between universities and other institutions, improving contractor selection processes, improving project implementation and adding to the public's understanding of agricultural development assistance.

—William Miner

# Policy Reforms Support Major Accomplishments



"Asia and the Near East have long been the focus of important U.S. foreign policy interests in the Third World and the site of some of our major development investments and achievements," says Charles Greenleaf Jr., assistant administrator for the Bureau for Asia and Near East (ANE).

"For a quarter century, AID has assisted in developing better agriculture, health, education and economic policies in these regions, which cover two-thirds of the world, stretching from the North Atlantic to the South Pacific," he states.

Support for agriculture has been a major focus in the region, according to Greenleaf, who headed the former Asia Bureau before it merged with the Near East Bureau in May 1985. AID programs have made progress in addressing three problems: low levels of production; lack of credit; and low fertilizer use.

For example, in India at the time of independence in 1947, the state of agriculture was precarious. Food grain production was stagnant, use of modern inputs was low, and rural life provided little hope for most people. However, over the past 25 years, much has been accomplished. The agricultural economy in some regions of the country is completely transformed.

In a coordinated effort with such institutions as the Ford Foundation and the Rockefeller Foundation, AID provided scientists and technicians, financed the training of local scientists and supported a rigorous research program. There are now 21 agricultural universities and 73 agricultural colleges throughout India. U.S. development assistance was able to assemble the resources needed to overcome major obstacles to development and be a catalyst for the "Green Revolution" throughout Asia.

Tunisia's recent increases in agriculture production, including the 1984-85 record cereal harvests, can be traced directly to the availability of fertilizer. AID's Food for Peace program played a major role in promoting economic reform by increasing fourfold the number of private businessmen authorized to distribute fertilizer. Most small towns are now served by private dealers.

In Pakistan, policy reforms in fertilizer marketing have been introduced during the past five years. Distribution of imported phosphate fertilizer by the private sector increased from 33% to 50% and is expected to reach 60%. Urea production and distribution were deregulated, saving the government nearly \$41 million. The subsidy and development surcharge on fertilizer production also was abolished, allowing \$60 million to be retained each year by efficient urea producers, mainly in the private sector.

These policies, and favorable weather, have substantially increased

agricultural production and income.

In Bangladesh, AID also has succeeded in encouraging a turnover of retail fertilizer sales from public to private hands and now is negotiating broader private sector involvement in wholesale distribution.

Despite promising increases in food production, food supply is not yet adequate to meet the needs of the growing population in developing countries. However, population rates have declined in most nations where AID has assisted voluntary family planning programs.

For example, in the 1970s, AID encouraged Thailand to turn its attention to its rapid population growth, a critical development constraint. The sole source of international support for the Thailand Family Planning Program 15 years ago, AID remains the largest donor today. Due in large measure to the voluntary family planning program, Thailand now has one of the lowest projected population growth rates among all middle-income countries.

Providing basic health care for the population of the Third World has been a major challenge, Greenleaf says. There have been major successes in the field of health. Smallpox has been eradicated. Infant mortality in the AID-assisted countries of Asia and the Near East has declined significantly.

AID has helped establish more than 4,000 child care centers in India since 1983. These centers offer a basic nutrition program designed to cut the rates of mortality, morbidity and malnutrition and to reduce the number of school dropouts. In Egypt, an AID-assisted nationwide oral rehydration therapy program has contributed significantly to a decline in diarrheal deaths among children under five.

AID also has been a major contributor to improving educational development in Asia and the Near East over the past 25 years. AID has helped to establish local, national and regional institutions. It has constructed schools, helped to strengthen management, donated equipment and introduced reforms that have changed the nature of formal education in some countries.

Between 1967 and 1976, AID developed education programs in Thailand. One-fourth of the more than 26,000 highest ranking civil servants in Thailand today were trained in AID-funded programs.

In Tunisia, AID support has contributed to the rise in literacy from 15% in 1956 to 45% in 1975. AID funded the construction of half the secondary institutions in Tunisia today, as well as graduate facilities at the University of Tunis.

Financing infrastructure, or providing the technical skills to develop it, has been an important contribution of U.S. programs. For example, there were only 845 kilometers of all-weather highways in Thailand in 1949. AID provided grants to the



**AID has been a major contributor to improving educational development in Asia and the Near East over the past 25 years.**

Thai Accelerated Rural Development program, which built 12,000 kilometers of roads from 1964 to 1975. The roads have stimulated improved farm technology, lowered transportation costs and contributed significantly to farmer income. The program also enhanced the private sector's experience in building roads and bridges.

The United States is India's principal partner in the field of power development. Twenty major power plants are equipped with AID-financed power generating machinery. One of the largest, the Sharavatri Hydroelectric Power Plant, generates power for 10 key industries in Mysore and adjoining states.

In Bangladesh, AID has worked to improve the distribution rather than the generation of power, financing electrification in 17 rural areas. The Agency's assistance provided construction materials and technical assistance from the National Rural Electrification Cooperative Associa-

tion (NRECA). Through this program, over 3,500 miles of electrical lines are already energizing private irrigation systems, small agro-industries, commercial shops and private homes.

For these and other sectoral improvements to take root in a developing country, however, they must be part of comprehensive national policies. For instance, AID contributed to the five-year plan adopted recently in Thailand and played a key role in economic policy development in Korea, Taiwan and Pakistan.

AID has a long history of supporting tax and budget reforms, liberal trade policies and market-oriented economies. By encouraging such long-term planning, AID seeks to create an environment in which reforms in agriculture, education, health and economic policy will continue to benefit the developing world for decades to come.

—Arthur Silver

## Where

From page 14, column 4

Supervisory project development officer

**Carl Shakir Rahmaan**, Morocco, population development officer

**Carolyn Redman**, Indonesia, executive assistant

**Maria Richardson**, Cape Verde, executive assistant

**Denny Robertson**, REDSO/W&C, project development officer

**Roy Robieson**, Egypt, engineering officer

**Robert Rose**, Yemen Arab Republic, engineering officer

**Jan Savage**, LAC/DR/SA, secretary typist

**Joel Schlesinger**, Senegal, supervisory project development officer

**Andrew Sisson**, Rwanda, project development officer

**Anh My Smith**, Rwanda, secretary

**Mary Spathopoulos**, Philippines, communications/records specialist

**Toscanellie Stampley**, Sudan, secretary

**Donna Stauffer**, Sudan, project development officer

**Wendy Stickel**, AFR/PD/SA,

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**Diana Swain**, India, project development officer

**Stephen Szadek**, Belize, agricultural development officer

**Jerry Tarter**, Egypt, project development officer

**Julie Tessauro**, IG/PPO, auditor

**Theresa Anne Ware**, Egypt, rural development officer

**Elizabeth Warfield**, RDO/Caribbean, project development officer

**Marion Warren**, Somalia, supervisory general development officer

**James Washington**, REDSO/W&C, human resources development officer

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**Frank Young**, ANE/PD/MNE, supervisory project development officer