

## USAID REPORTS: THE PHILIPPINES

Presented below are abstracts of recent USAID reports on the Philippines. Copies of these reports and other current research studies, sector analyses, special evaluations and state of the art reports describing a broad spectrum of international development experiences are available from USAID's Center for Development Information and Evaluation (CDIE). A complete listing of citations and abstracts of reports available from CDIE can be found in the quarterly CDIE journal, "AID Research and Development Abstracts" (ARDA). The goal of ARDA is to transfer development and technical information to active practitioners of development assistance. To obtain copies of the reports listed below or highlighted in a recent issue of ARDA, write to PPC/CDIE/DI, Attn: ARDA, room 209, SA-18, or call CDIE User Services at (301)951-9847.

### **Production incentives in Philippine agriculture: effects of trade and exchange rate policies**

Bautista, Romeo M.

International Food Policy Research Institute, Washington, D.C. U.S. Agency for International Development. Bureau for Science and Technology. Office of Agriculture, Washington, DC Research report/International Food Policy Research Institute, no. 59, May 1987, 78p. : charts, statistical tables

Document Number: PN-AAX-480

The effect of trade and exchange rate policies on Philippine agricultural development is analyzed. This study: (1) chronicles the changing structure, growth and export performance of the agriculture sector relative to the country's macroeconomic performance since the early 1950s; (2) outlines Philippine trade and exchange rate policies since the late 1940s; (3) investigates the effects of the trade regime on relative incentives to produce tradable goods between 1950 and 1980 and on the relationship between tradable and (non-tradable) home goods prices; (4) examines the intermediary role of the real exchange rate in transmitting the effects of trade policy on agricultural production incentives; (5) identifies three sources of exchange rate misalignment (restrictive trade policies, sharp changes in external terms of trade and trade imbalances) and examines their effects on relative agricultural prices vis-a-vis home goods and non-agricultural prices; and (6) discusses the implicit resource transfer out of agriculture due to the price bias arising from trade and exchange rate policies.

### **Planning for the development of a biological diversity action plan in the Philippines**

DuBois, Random

International Institute for Environment and Development, Washington, DC  
U.S. Agency for International Development.  
Bureau for Science and Technology. Office of Forestry, Environment and Natural Resources,

Washington, D.C. (Sponsor) Jun 1987, 11p. + 7 appendices : charts, En  
Document Number: PN-AAX-989

A consultancy in the Philippines, reported here, was undertaken in June 1987 to examine the possibilities for coordination among four recently proposed environmental projects—A.I.D.'s Biological Diversity Action Plan Project (BioD), the World Wildlife Federation's Integrated Protected Area System Study (IPAS), the World Bank's fARM Study, and the Government of the Philippines' National Conservation Strategy (NCS). In this report, the consultant makes several suggestions regarding the design of the BioD project, the possibilities for interproject coordination between BioD and IPAS, and areas in which support could be provided to the NCS.

### **Cooperatives in the Philippines : a study of past performance, current status and future trends**

Van Steenwyk, Mark A.

Agricultural Cooperative Development International, Washington, D.C.  
U.S. Agency for International Development.  
Bureau for Asia and Near East. Philippines, Manila (Sponsor) 1 May 1987, 63p. + references, En

Document Number: PN-AAY-599

While the cooperative movement in the Philippines is closely tied to U.S. aid, the spirit of cooperativism in Filipino society predates the American presence and draws on traditional cultural values which stress group consciousness, community service and self-help. This study documents the economic and development effects of the cooperative movement on Filipino society in the 20th century, sketches the movement's present status under the 1987 Constitution, and examines the objectives and plans of leading organizations responsible for its future development. One table, 3 charts, and 42 references (1968-87) are included. (Author abstract, modified).

# FRONT LINES

THE AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

JUNE 1988

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

PN-ACZ-553



## Agency Employees Honored

## Conferees Define Health Priorities

## Ethiopian Relief Obstacles Cited

## Agency Employees Honored for Excellence

by Suzanne Chase

**A**s a gesture of appreciation for the work of past and present colleagues, USAID employees at the urging of Administrator Alan Woods gave themselves a standing ovation at the Agency's 1988 Honor Awards Ceremony.

"All of you—both Americans who serve here and overseas and Foreign Service Nationals—are the backbone and the future of the U.S. economic assistance program," said Woods, who delivered the keynote address at the May 18 event at the State Department.

The annual ceremony recognizes those employees whose performance or special actions have contributed significantly to the Agency's goals. This year's event was dedicated to the memory of Steve Singer, deputy coordinator for Food for Peace during the 1984-85 African famine, who died of cancer in June 1987.

Explaining his decision to depart from the established tradition of a guest speaker at the event, Woods said, "I particularly wanted the opportunity to honor the men and women who have served this country well throughout the developing world."

That world is rapidly changing, Woods pointed out. "Although we can expect change on a number of

fronts in the future," he said, "perhaps the greatest change will occur in the developing nations in which we work." Citing population growth as the most important variable, Woods noted that the population of the developing world is projected to grow by 3.7 billion by the year 2025.

"As developing nations grow, they become more urban," he said.

"This leaves a big shortfall in the number of people producing food."

This in itself is not necessarily bad, he said, if urban dwellers have enough money to buy food from other sources. "But if they don't," Woods said, "people will go hungry, children won't be immunized, literacy rates will drop and developing countries will fall even further behind the

developed world.

"If there is one thing the future mandates," he said, "it is that we sustain the advances that you and your colleagues have worked so hard to bring about."

The only way to ensure sus-  
*(continued on page 8)*



**Administrator Alan Woods (right) presents Frederick Machmer Jr. with the Distinguished Honor Award for his outstanding performance in managing famine relief efforts as USAID representative in Ethiopia.**

## War, Politics Slow Famine Relief Efforts

by Jim Pinkelman

**R**elief efforts in Ethiopia have taken a dramatic turn for the worse since the Marxist government's decision in April to restrict operations in the war-torn northern provinces of Eritrea and Tigray, according to USAID's representative in the country.

Frederick Machmer Jr., in Washington last month to discuss the problems in Ethiopia with other Agency officials, said at May 18-19 press briefings that the situation is particularly frustrating because relief agencies had responded so well to the latest famine threats and because relief operations had been proceeding fairly well until the April 6 announcement.

"Relief agencies were doing a pretty good job getting food to people in the latter part of 1987, but the military situation in the north deteriorated rapidly in early 1988," Machmer noted. "We changed from dealing with drought with a war backdrop to dealing with war with a drought backdrop."

Donors in late 1987 and early 1988 had taken immediate and positive steps in response to the calls for help, said Machmer. "We received pledges of more than 1.5 million metric tons of food for

*(continued on page 2)*

## Health Conferees Assess Progress

*Need for Sustainable Health Care Stressed*

by Ellen C. Irving

**F**inding sustainable solutions to health care problems is one of the great challenges facing development professionals, Administrator Alan Woods told more than 1,000 health experts from around the globe at the 15th Annual International Health Conference last month in Washington, D.C.

Participants at the meeting, sponsored by the National Council for International Health (NCIH), gathered to assess the progress made in attaining the goals set forth at the Alma Ata health conference a decade ago, which called for "Health for All by the Year 2000," and to define the global health priorities for the balance of the century.

"Economic growth, private sector participation in health care delivery and family involvement are the ideas we need to promote," said Woods, "for they can help make health improvement permanent."

The administrator cited the Agency's Child Survival Program and particularly oral rehydration therapy (ORT) as primary ex-

amples of new, sustainable health activities introduced in the last 10 years.

"We are bringing about lasting change because we are setting in place the framework for the future," he said, by assisting developing countries in local commercial production of oral rehydration salts, integrating ORT therapy throughout the health system and training families in this simple remedy that saves the lives of more than 1 million children annually.

"We've been able to match our hopes and goals for health care improvements with solutions that are simple, reliable and cheap enough to be sustained in all countries once properly introduced," Woods noted of the ORT program.

Most other health care problems developing countries face will be harder to solve on a permanent basis, he pointed out, unless these countries achieve significant economic growth.

"The reason people in developing countries suffer from disease is not because they can't be cured. They are suffering because they—and their governments—are poor," Woods said.

Demographic trends indicate that every health problem developing countries face will be magnified in the coming years by population growth and rapid urbanization.

The world's population will double by the middle of the next century, with most of that growth in the developing world, subjecting already strained health, education and water systems to even greater pressures.

By the year 2000, the urbanization of developing countries will result in 37 cities with populations of 5 million or more, creating additional health and service delivery problems unique to urban living.

"In countries that are stagnating economically, the situation is going to get worse—no matter how many campaigns we mount to combat specific diseases," Woods said. "But we also know that the health status of people improves in countries that are experiencing sustained economic growth."

For example, the health status of South Koreans has improved dramatically over the last 20 years as its economy has grown at an average annual rate of 8%. Life expectancy in Korea has increased

*(continued on page 10)*

### MOSCOW SUMMIT

**D**uring the Moscow summit, President Reagan and General Secretary Gorbachev signed a communique June 1 that included a provision supporting child survival activities.

In the statement, the two leaders reaffirmed their support for reducing the scale of preventable childhood death through the most effective methods of saving children. They urged other countries and international donors to intensify efforts to achieve this goal.

The Agency had proposed that such a statement be included in the communique.

## Ethiopia

From page 1

Ethiopia, and we distributed more than 100,000 metric tons in the first quarter of this year," he said.

That leaves between 1.3 million and 1.4 million metric tons still in the pipeline, said Machmer. "There is enough food for Ethiopia this year and beyond," he added. "The problem is getting that food out to the people at risk. The restrictions on distribution imposed by the Ethiopian government have caused problems."

The government has continued some relief efforts but only to people in the Eritrean capital of Asmara and in Makelle, the capital of Tigray, said Machmer. All other distribution in those provinces has been halted.

USAID estimates that about 3.2 million people in Eritrea and Tigray have been put at risk by the government's action, more than in the 1984-85 crisis. "The government's relief operations are reaching about 800,000 people in the two provinces," he said. "But that leaves almost 2.4 million who have not received help."

Bad news is coming in from other areas, Machmer pointed out, citing

**"USAID estimates that about 3.2 million people in Eritrea and Tigray have been put at risk by the government's action, more than in the 1984-85 crisis."**

the expulsion of relief workers of the International Committee of the Red Cross from the northern province of Gondar as the latest setback. "Relief agencies were reaching about 250,000 people in Gondar, with the population in place," he said. "We don't know what will happen when supplies run out and people start to move."

Although large migration on the order of 1984-85 has yet to occur, Machmer said he expected movement to begin soon, as food supplies dwindle and relief agencies are unable to distribute more food.

"So the situation, a bad one already, is not getting any better," he said. "The steps we would like to take to alleviate the situation we are not allowed to take."

USAID officials are puzzled by the lack of movement by people. "We saw considerable movement in 1984-85, but not now," he said. Despite the lack of movement, "I don't know how much longer a lot of people can hold out without a resumption in food distribution," he said. "Without it, we are likely to see large migrations to the camps, the same as in 1984-85."

To illustrate the fact that food is readily available for Ethiopia,

Machmer noted that some shipping congestion is starting to occur in the main ports of Massawa in the north and Assab in the south.

"USAID may reschedule some shipments, a decision we will make in conjunction with the private voluntary organizations (PVOs) that deliver the food," he said. "We may be able to reschedule some shipments without breaking the pipeline."

The Ethiopian government's decision also has hampered monitoring efforts, said Machmer. Because the relief workers who were expelled also monitored migration patterns as well as distribution efforts, information has been lacking.

"When relief food is going into a war zone, you want to make sure that the food is getting to where it's supposed to be going," said Machmer. "We have relied on our monitors for that, but we are constrained now."

Even though monitoring is important, he said, "what's most important to us is to get the food out. That is the highest priority. It doesn't matter if we are using expatriate workers or if we have Ethiopian truck drivers dropping off bundles of food along the road."

The Ethiopian government has continued to reject all protests by the United States and other countries and donors, said Machmer. "The Ethiopians say, 'we are concerned about 46 million Ethiopians, not 2-3 million,'" he said.

The U.S. government has continued to ask the Soviet Union, which has donated 250,000 metric tons of wheat that it bought from other countries, to press the Ethiopian government to change its policies. The Soviets also have been asked to provide money for the transport of the food they donate. "The United States pays 100% of the transport costs," Machmer pointed out.

The Ethiopian government has stopped resettlement attempts, saying it wants to review the program to see if it is cost-effective. Actually, the government has diverted all its resources into the war effort and has no more money to carry out resettlement programs, he said.

In addition, the government is now requiring all Ethiopians to give one month of their salary over a 12-month period to the war effort. "That really hurts," he emphasized. "Giving up a month of salary for anything would be difficult."

Machmer, who joined the Agency in 1971, was assigned to Ethiopia in January 1985 and became mission director in November 1986.

### Correction

In an obituary notice in the May issue of *Front Lines*, the survivors of James Politte were incorrectly reported. Politte, 49, who died April 21 after a heart attack, is survived by his wife, Shirley, and two sons, Matthew, 17, James Jr., 13, and one daughter, Cecile, 16.

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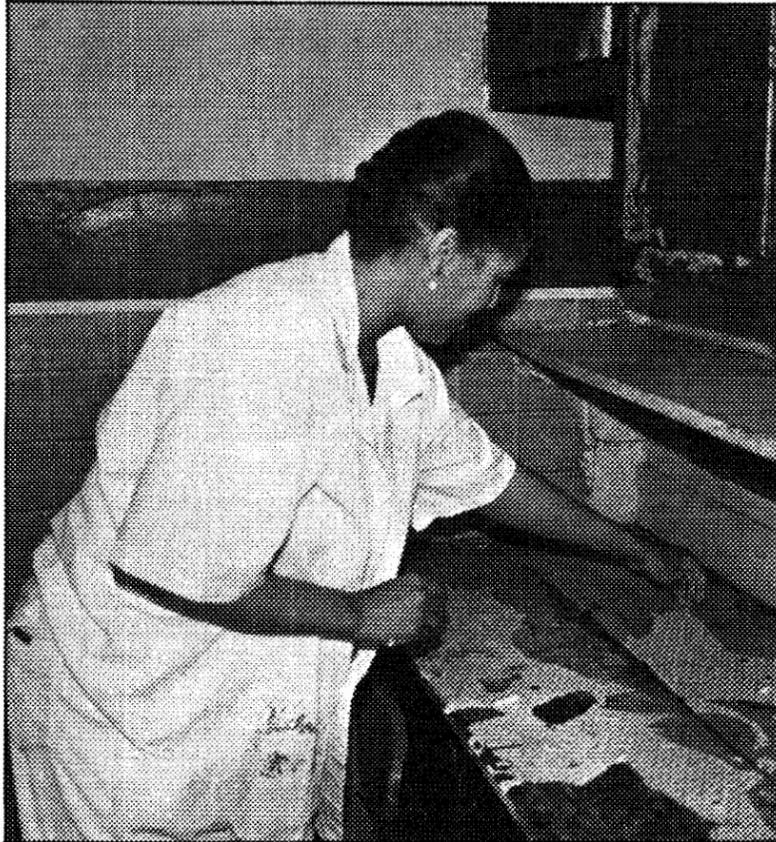
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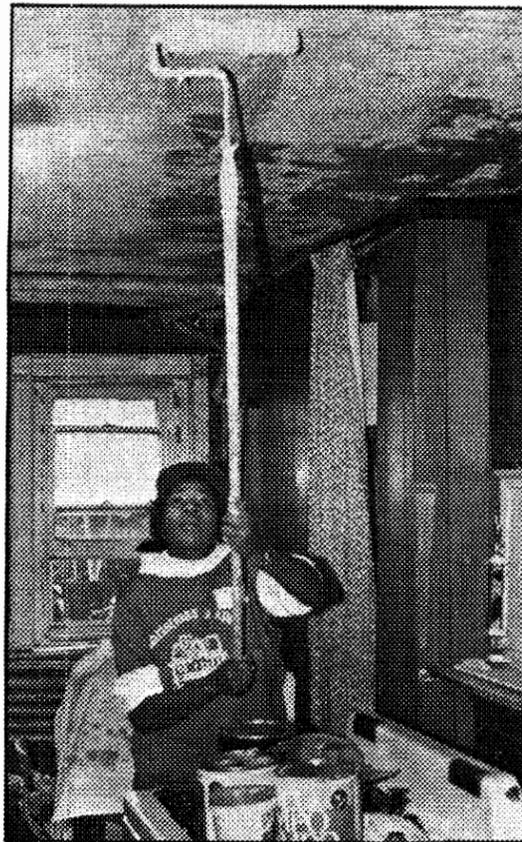
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**Cover Photo:** The annual Honor Awards Ceremony provides the opportunity for the Agency to recognize the outstanding contributions of its employees. See story page 1.



Linda Baker of the Bureau for Program and Policy Coordination refinishes a counter in Nellie Harris' kitchen.



Janet Rudasill of the Bureau for Asia and Near East stretches to put on a fresh coat of paint. "It feels good inside to be here—and I'm learning how to paint besides," she said.

## USAID Volunteers Repair Houses

# Christmas Cheer Comes to D.C. Residents

by Doug Eldred

When Nellie Harris came down the stairs the morning of April 30, she wasn't bothered by the 20 workers who had taken over her house. She didn't mind that these strangers had made a mess in every corner. Instead, all she said was, "What a godsend!"

Harris was referring to the volunteers who had come to "revive" her house under the auspices of the Christmas in April program. During the annual event, volunteers use donated materials to repair the homes of the needy, the elderly and the disabled. Skilled tradesmen are recruited to do difficult tasks, while most workers scrape, paint, plaster and clean.



Nellie Harris poses in front of her home. "I can't wait to invite my friends from church over to show off my 'new' house," she said.

The team, including many from USAID, moved all the furniture out of Harris' house and then began to patch and repaint crumbling walls and ceilings. A plumbing leak was repaired, a new front door with a secure lock was put in place, and the front garden was trimmed—all for free.

After the death of her husband eight years ago, Harris, 77, who walks with a cane, became physically and financially unable to make repairs herself. Since then, she has watched the house in which her seven children were reared become an eyesore in the neighborhood. Sitting and watching the workers, she said, "I wish I could join in and help. I used to be quite handy at home repairs when I was younger."

Christmas in April learned of Harris' situation from an anonymous tip and soon after asked her if it would be all right to work on her home. Harris replied, "How much more right can it be?"

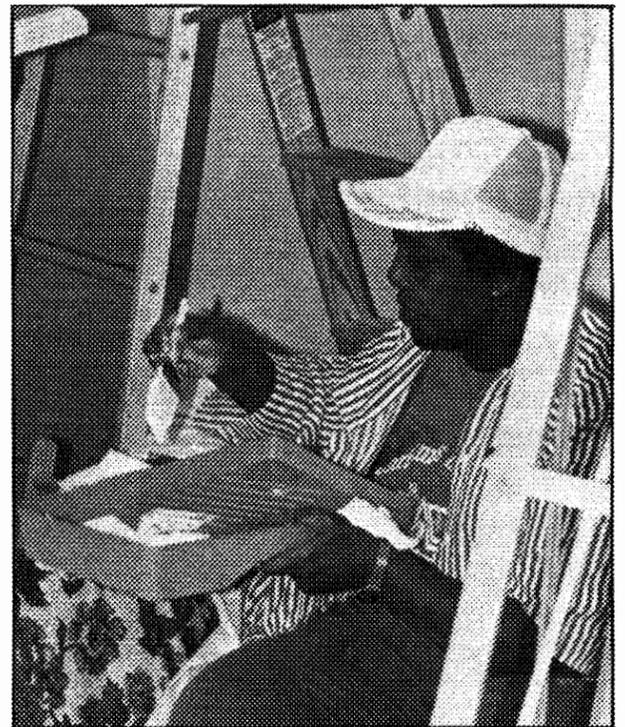
"You could obviously see the need," said Linda Baker of the Bureau for Program and Policy Coordination (PPC), looking at the decayed walls. This was Baker's third year of involvement with the program.

"Sometimes you can't help but think that the houses you're working in should be condemned, but that won't help. All we can do is make the places a little brighter and more pleasant to live in."

Nancy Pielemeier, also of PPC, volunteered with the program for the first time this year. "It's a great idea and lots of fun, too," she said, adding with a laugh, "I'm with the unskilled labor."

"I felt happy to be a team player for a good cause," said Sharon Isralow of the Bureau for External Affairs. "It's a wonderful opportunity to learn a lot about people, too. I spent most of my time talking to Mrs. Harris, who is a remarkable woman!"

Team co-captain Frank Method of PPC agreed that the program is mutually beneficial. "It's like having an 'adult ed.' class in home improvement," he said. "In the office, we work with abstract notions that make it hard to see an effective end to what we do. Here you can really appreciate a hard day's work with tangible results."



Elve King of the Bureau for Program and Policy Coordination prepares to put the finishing touches on molding in Harris' living room.

The team's other co-captain, PPC's Ed Lijewski, has participated in the program for four years. "After the day's work is complete, I always go away feeling content, fulfilled and at peace," Lijewski said.

"Everyone gets paid in 'emotional dollars.'"

The USAID crew left knowing that their work was appreciated. "I can't wait to invite my friends from church over to show off my 'new' house," Harris said proudly.

As for the volunteers, the rewards of giving and of time well-spent were expressed by Method at the end of the day—"I can't think of a better way to spend a Saturday."

The Christmas in April organization won a WUSA/TV-9 community service award in January and each year rehabilitates more than 60 houses in the area.

Eldred, who graduated from the George Washington University this month, has worked since January as an intern for the Bureau for External Affairs.

by Betty Snead

**B**otswana's future depends on the knowledge and skills of its people. And education, the key that will unlock the doors of opportunity, is at the heart of the government of Botswana's current national development plan.

When it achieved independence in 1966, Botswana was faced with a tremendous shortage of professionals. To better prepare the population for assuming the leadership of the country, the Ministry of Education, and later the University of Botswana, undertook the task of expanding the availability and improving the quality of education throughout the country. The progress that has been made over the last two decades is "phenomenal," according to USAID/Gaborone Mission Director John Hummon.

"The government and the people of Botswana can be proud of the tremendous progress that has been made in the field of education. The United States is glad to be a partner with Botswana in this effort," says Hummon.

In 1971, USAID began a training program to send Botswana to the United States to obtain academic degrees. The first participant in the program was Keetla Masogo, currently permanent secretary in

**"Job creation, investment and industrial development are key elements of the USAID training effort."**

the Ministry of Education, who received a master's degree in education from the University of Pittsburgh.

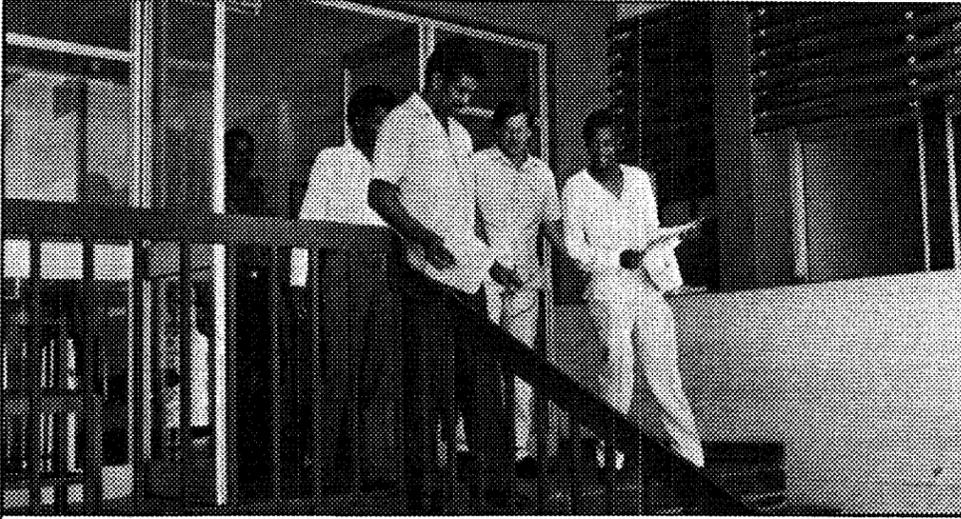
"I found the experience very useful," says Masogo. "I gained a considerable amount from meeting other people from other cultures in an international situation."

The number of participant trainees from Botswana has steadily grown over the years. In the program's early days, the Agency funded approximately 10 participants a year. Today, says training officer Dorothy Dambe, "USAID is sponsoring 120 students, and later this summer, an additional 80 will join their fellow Botswana in the United States."

"We have trained over 800 Botswana in our program, and we welcome the continuing opportunity to support this country as it develops its leadership potential in several fields important to development," says Hummon.

"We are providing training for both the public and private sectors, with emphasis on training for the private sector and employment generation," he explains. "Job creation, investment and develop-

## Education Central to Botswana Development



**Florida State University's Ash Hartwell (second from right), head of USAID's Junior Secondary Education Improvement Project team, visits a new Agency-funded facility where Ministry of Education staff design and write curriculum with the aid of computers.**

ment of industry are key elements of the USAID training effort."

One of the private sector participants was Kennedy Mmopi, owner and founder of the Kgalagadi Games Skin Ltd. He began his leather shop in 1984 with only eight employees and a \$5,000 investment. Today, he employs 20 people, and his 1987 sales topped \$171,250.

"I learned through training in the United States that I could do things that I didn't think could be done easily, like making optical and cosmetics leather cases," Mmopi says. "I now may be exporting my products to the United States."

Government of Botswana programs supported by USAID also have emphasized the vital role women play in the nation's development. Nearly 300 women have received training to date. For example, a high-ranking female civil servant, Pelonomi Venson, deputy permanent secretary in the Ministry of Labor and Home Affairs, returned last year from a USAID-sponsored master's degree program in general administration at Central Michigan University.

In addition to achieving self-sufficiency in staffing the various sectors of the economy, Botswana's educational goals include providing basic literacy in reading, writing and simple arithmetic to the majority of children for whom primary education has been, and continues to be, the only education they receive.

"In this effort also, Botswana has not lacked partners," says Masogo. "Chief among our partners in education has been USAID, whose input began in the late 1960s with the establishment of the regional testing center—a facility for the development of testing and evaluation—with headquarters in Malawi and national offices in Botswana, Lesotho and Swaziland. From these beginnings, USAID's activities have spread to touch almost all forms of training—from basic through

secondary and beyond."

The Ministry of Education and the University of Botswana recognized the need for specially prepared primary school teacher trainers and helped to establish the department of primary education at the University of Botswana. The department offers a four-year bachelor of education degree and a two-year diploma of primary education.

USAID has supported this effort through a team from Ohio University under the Primary Education Improvement Project, which includes constructing facilities. Beginning in August, a master's degree in primary education will be offered, also supported by Ohio University.

"I believe that the University of Botswana is the only university in sub-Saharan Africa with a department of primary education," says Max Evans, leader of the Ohio University team.

"This year more than 500 applicants applied for the degree program in primary education, but, unfortunately, only 30-40 can be accepted at this time," Evans says. "We hope to increase that number to 50 per year by 1990."

Under the primary education program, USAID has sent 18 Botswana to the United States for graduate studies. Four more will participate in the next two years. USAID also has provided U.S. lecturers to "fill the gap" in teaching and administrative duties for Botswana teachers studying abroad.

In addition to providing university training, USAID works with the Ministry of Education in organizing and implementing in-service programs for staff and teachers involved in primary education.

"The ministry has reached more than 1,200 teachers in its network of in-service training," Evans says. "It is now conducting workshops for all 600 primary school head teachers and education officers.

"We also are expanding training

facilities through the construction of nine new educational centers throughout the country, in addition to five existing centers."

The network of 14 centers, partially funded by USAID, will enable teachers across the educational spectrum to have regular, on-going access to in-service training. USAID also is working with the four primary teacher training colleges to improve the current curriculum.

Botswana initiated a two-year junior secondary education program in 1986 aimed at providing, within a decade, access to nine years of basic education for all Botswana children.

"The year before the government introduced this undertaking, we signed a six-year project agreement with the Ministry of Education to increase the quality and efficiency of the junior secondary educational system," says Ash Hartwell of Florida State University, head of the Agency's Junior Secondary Education Improvement Project team.

"We are providing technical assistance, staff training, a construction program and equipment through four sections of the ministry: the curriculum development and evaluation department, the secondary department, the Molepolole College of Education and the planning unit."

Under a cooperative agreement between FSU and the University of Botswana, master's-level students are trained at the University of Botswana and FSU in preparation for filling key positions in curriculum development, teacher education, administration and supervision.

Botswana's Ministry of Education also has introduced the first large-scale installation and use of microcomputers for word processing and desktop publishing in Africa to prepare the junior secondary curriculum. Staff members are trained in designing and writing instructional materials using this equipment. USAID helped design, construct and equip the new curriculum building that houses the computers.

USAID also is assisting the Ministry of Education develop and test new syllabi, teacher's guides and instructional materials in Setswana (the national language) and English, social studies, agriculture, science and technical studies for the junior secondary level.

"Botswana-USAID cooperation in the field of education and training has been impressively consistent and sustained," says Masogo. "Part of the reason is that Botswana has not played merely the role of receiver and USAID merely that of donor. It has been a partnership in which the views of each are respected and, above all, where the educational priorities are set by the government of Botswana."

*Snead is a public affairs specialist in the Bureau for External Affairs.*

# Development Dialogue: Can Africa Achieve a Green Revolution?

## John Westley

**J**ohn Westley, associate assistant administrator for the Bureau for Africa, has served much of his 18-year foreign service career in Asia and Africa. His overseas posts have included India, Kenya and Ethiopia. Most recently, he served as mission director of USAID/Bangladesh.

In his book *Agriculture and Equitable Growth: The Case of Punjab-Haryana*, published in 1986, Westley examined the factors that led to the agricultural success and broad-based economic growth achieved by two adjacent states in India during the Green Revolution.

In an interview with Nancy Long, assistant editor of *Front Lines*, he discusses the results of that study and the implications of the Indian experience for Africa today.

**Front Lines:** Your book studies the development of two Indian states, with a combined population of 30 million. What makes Punjab-Haryana an interesting case?

**John Westley:** Punjab and Haryana represent the success story of the Green Revolution in India. They pursued a development strategy that was especially efficient in bringing people into the economic mainstream. This expanded participation in the political process and enlarged the economic market, which, in turn, allowed for faster growth.

From 1960-1980, agricultural growth was an extremely rapid 4½% annually. Overall GNP [Gross National Product] growth surpassed 5% over that 20-year period. Few economies in the world have maintained such a rapid pace of growth.

As their economies grew, Punjab and Haryana were especially successful at reducing poverty and, thereby, creating a middle class. As of 1975, other countries with similar per capita GNPs had not done nearly as well. For example, in Kenya, Nigeria, Senegal and the Philippines, the percentage of the population living below the poverty line was 35% to 55%. But in Haryana, it was 25% and in Punjab only 15%.

**FL:** How was Punjab-Haryana able to achieve such rapid growth combined with broad-based development?

**Westley:** Essentially, through strong encouragement for agriculture and a general "rural bias" in state government policies. This involved several elements.

First, the Indian government adopted a pricing policy that supported agricultural development by providing incentive prices for farmers. If farmers planted the high-yielding varieties (HYVs) of rice or wheat of the Green Revolution type, which involved buying new, more expensive seed and also using more fertilizer, the market price would support the farmer's extra costs. So farmers had a strong incentive to adopt the HYVs.

There was also a very deliberate policy in Punjab and Haryana of heavy investment in agriculture and in building agricultural institutions and rural infrastructure.

This included agricultural universities and research; irrigation from both canals and "tubewells;" rural electrification and rural roads; and ready availability of agricultural inputs such as fertilizer, pesticides and improved seeds. Much of this was done through the private sector, particularly tubewell irrigation and fertilizer distribution.

The government, therefore, provided the appropriate policy environment, and both public and private investment made it possible for agriculture to take off.

It must be remembered also that this was taking place at a time when many developing countries were trying to ignore agriculture as a thing of the past and were concentrating instead on the cities and on rapid industrialization based on "import substitution." But Punjab and Haryana avoided this; they knew they had an advantage in agriculture, and they built on it.

**FL:** Did Punjab and Haryana concentrate on agriculture to the exclusion of industrial development?

**Westley:** No, they were also quite successful in industrial development. But Punjab and Haryana adopted a very different kind of industrial development pattern than India had pursued overall. India had emphasized large-scale industry in the public sector. What you had in these two states was very rapid development in small- and medium-scale enterprises in the private sector, much of it based on agriculture.

Therefore, in both agriculture and industry, Punjab and Haryana allowed smaller producers to play a very significant role. Agriculture was based on small farmers and industry on small enterprises. That in itself broadened economic participation, bringing smaller producers into the economic mainstream.

In addition, the emphasis on smaller-scale farms and enterprises, which tend to be labor-intensive, generated a great deal of employment. This is why poverty was reduced so rapidly and why these states were able to bring so many people into what is essentially the middle class.

**FL:** Are there factors unique to Punjab-Haryana that had a



**John Westley:** "To achieve a pattern of growth that builds on the assets of low-income countries, you have to have strongly pro-rural policies and investment priorities that must be sustained over a long period of time."

positive effect on these states' development?

**Westley:** Several things make Punjab-Haryana a special case. The area had a long tradition of investment and success in agriculture. The British had invested heavily in canal irrigation in the late 19th century, and the farmers there were always regarded as among the best in India. Also, the partition of India in 1947, which resulted in a large-scale population exchange between the Pakistan Punjab and the Indian Punjab, probably had the effect of making people more determined to succeed in their new homes.

Punjab also had a favorable physical setting because it was relatively easy to irrigate.

So there were some special factors—historical, ethnic and physical—that contributed to the boom in agriculture. But the important thing is that these favorable factors were reinforced by a policy environment that had a strong rural bias. State politicians from Punjab and Haryana, like our politicians, were determined to support their constituencies. The politicians and their constituencies were basically rural.

This is very different from many situations in which there is a strong "urban bias" to politics and, consequently, to policies and investment allocations. In fact, Punjab and Haryana are probably unique in the world in one important respect—development of rural areas was so successful that fewer people in rural areas live below the poverty line than in urban areas. In other words, they were able to bring a larger percentage of rural people into the economic mainstream than urban. That's very unusual; generally, it's the reverse.

**FL:** What role did the United

States play in Punjab-Haryana's development?

**Westley:** Just as we played a key role in the tremendous success stories of Taiwan and South Korea, the United States also played a major role in Punjab-Haryana.

Starting in the 1950s, the United States was involved with building up the Punjab Agriculture University along the lines of a U.S. land-grant university, which integrates education, research and outreach to farmers.

The important point is that by the mid-'60s when the new high-yielding varieties of seed were available, Punjab-Haryana had well-trained people, a research base in place and the ability to get the word out to take advantage of the Green Revolution's new technologies very quickly.

Also, because the new seed varieties required more fertilizer, the United States was very heavily involved in the '60s in building up India's fertilizer production and distribution capacity.

Through an active policy dialogue, the United States encouraged India to put increasingly large percentages of the production and distribution into the hands of the private sector and cooperatives. Therefore, when the high-yielding varieties became available, they were able to increase the availability of fertilizer very rapidly because a system was already in place and could respond quickly.

USAID also played a significant role in the mid-'60s in convincing the government to adopt a set of pro-agricultural policies at the national level. India had a severe drought in 1965, and we were the only major source of food aid. As the result of a vigorous policy dialogue in conjunction with the negotiation of our food aid agreements, the Indian government adopted support prices for

(continued on page 6)

# USAID BRIEFS



**At a recent USAID-sponsored Career Management Workshop for Women, Jan Barrow, associate director, Civil Service Personnel, and Laurance Bond, director, Office of Personnel Management, answer questions concerning career development. The workshop is designed to assist professional women analyze the Agency's organizational culture, identify factors that influence promotion into mid- and senior-level management and develop a support system and career strategy.**

## Administrator Addresses Graduates

The importance of economic growth in the developing world to the future of the United States was the focus of Administrator Alan Woods' commencement speech at Webster College May 4 in St. Louis.

The administrator received an honorary doctor of humanities degree from the school following his address.

Woods, a native of Mexico, Mo., told the 500 graduating students that having "a bit of Missouri in you—a practical, down-to-earth way of looking at things" would serve them well as they face an increasingly complex world.

"Three areas of change will have a major impact on the world during your lifetime," said Woods, who cited a rapidly expanding and urbanized population, scientific and technological advances and economic circumstances not only in America but in the developing world as the crucial factors.

"No nation is self-sufficient in economic terms," he explained, but weak economic performance in

other countries should concern the United States for other reasons as well. "Economic failure—particularly in the developing countries—results in continued poverty at a level we can hardly imagine," he said.

Woods cited the American economic system built on fair access and free and open markets that has been used in Europe and Japan and more recently by South Korea, Hong Kong and Singapore as a model for developing countries.

"Their economic success is as important for our future as it is for theirs," said Woods.

## —Reunion—

The Alumni Association of the American Community School in Beirut will hold a reunion for all classes at the Sheraton Boston Hotel in Boston Aug. 5-7.

For further information about the reunion or the activities of the association, contact AAACS, POB 33138, Washington, D.C. 20033.

## Westley

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rice and wheat that encouraged production.

In addition to USAID, the Ford Foundation played an important role in India's achievements. The foundation did a study in the 1950s that convinced a lot of Indians that a policy of development through a Soviet-style emphasis on heavy industry was probably a mistake.

This created the intellectual environment for a more positive role for agriculture in India's development.

And, finally, the Rockefeller Foundation was instrumental in making high-yielding wheat and rice available from the institutes that they supported—wheat from CIMMYT [International Maize and Wheat Improvement Center] and rice from IRRI [International Rice Research Institute]—and provided the initial impetus for adaptive research.

So if you look back at the Green Revolution and the achievement of food self-sufficiency in India as one of the great development successes of the post-World War II period, obviously it was an Indian success, but the United States played a very important role.

**FL: In view of the fact that these early efforts coincided with India's severe drought and famine in the mid-'60s, which some experts consider worse than that experienced by Africa in 1984-85, what was the prevailing wisdom at the time concerning India's attempt to overcome its chronic food deficits?**

**Westley:** People were asking the same questions about India that they are asking about Africa today. At the time, no one was sure that the efforts to increase food production would work. There was a famous book that was written then called *Famine 1975*, which said that India would never make it.

Only in the early 1980s was it clear what a success the Green Revolution in India had been—and this was something that began in the early '50s. It took about 25-30 years—and this is probably the kind of time frame we should normally think about. Obviously, the training of a whole generation of agricultural scientists and economists takes time, but that's basically how the Green Revolution in India was accomplished.

**FL: What are the lessons in this experience for Africa?**

**Westley:** The Punjab-Haryana experience shows that if low-income countries are to achieve rapid growth, they must concentrate initially on the agricultural sector.

We must first recognize, however, that Africa will not experience the same kind of Green Revolution as India because relatively limited areas of Africa are suited for rice and wheat cultivation and only very limited areas will ever have irrigation. Therefore, it won't be possible to bring about a Green Revolution in Africa by bringing large areas of irrigated rice and wheat under production.

On the other hand, other elements of the success of Punjab-Haryana and of the Green Revolution in India are less specific to

South Asia and can be transferred to Africa.

Already, we know that it is possible to get large increases in yields and production from the crops grown in Africa—cereal, legume and root crops. It won't be as rapid or as easy as with irrigated wheat, but it can be done.

I think the main lesson we have learned from Punjab-Haryana is that to achieve a pattern of growth that builds on the assets of low-income countries and that involves a large number of people, you have to have strongly pro-rural policies and investment priorities that

sector. The same was true for small and medium-size enterprises.

These lessons, I think, are very important for Africa. You have to put the investments there and be patient—because the results might be a long time in coming. Much of this involves creating large numbers of trained people. You have to allow time for a generation to be trained and to get to the point where they can train the next generation themselves. That takes time.

If you look at the Agency's four emphases—private sector, institution building, technology transfer

***"Government must be willing to let the private sector do what it does best and let government concentrate on what it does best."***

must be sustained over a long period of time.

You must have a policy environment that encourages production, institutions that can support agriculture and provide the necessary technology and inputs, and you must have the infrastructure that allows farmers access to information, inputs, and markets for their produce.

Another lesson is that government must be willing to let the private sector do what it does best and let government concentrate on what it does best. In Punjab and Haryana, the government provided the institutional framework, the infrastructure and a supportive policy environment. But most of what farmers needed—seed, irrigation wells, fertilizer and pesticides—came from the private

and policy dialogue—all were important elements in what happened in Punjab and Haryana in the mid-'60s. The result was a success not only for agriculture, but for the entire economy.

Policies, prices, the private sector, investments in training and in the physical infrastructure over time can allow agriculture to make a major contribution to rapid economic growth and to the reduction of poverty.

But it takes a willingness to be concerned with agricultural policy and with rural institutions and infrastructure if countries are to achieve broad-based growth—the kind of growth that results in a more open society, politically and economically, and one that can play a more active role in the world economy.

## Personality Focus

# Catherine Allen Smith

by Nancy Long

At the age of 16, after being graduated from high school, a determined Catherine Allen Smith left her home in Miami, Fla., with scholarship in hand to venture north in search of education and snow. What she found turned out to be much more than that.

Smith, who is chief of the Communications Program Management Division in the Office of Management Operations, Bureau for Management, joined the Agency in 1966 as a clerk while still attending college at Howard University.

"Although I took the job to defray living expenses," she says, "I found that I loved working in the development field and ended up rearranging my career goals and making Washington my home. I never expected to stay here, but the people and the experiences have been exciting."

During the last 22 years, Smith has dealt with all of the principal bureaus and offices during her rise from clerk to division chief. "Each position opened up new opportunities to learn about the Agency," she says. "For example, for many years, I worked closely with USAID bureaus and missions on management and systems matters. In assisting them to resolve their problems, I've learned much about the nuts and bolts of the Agency's operations."

When Smith made her decision to stay with the Agency, she was about halfway through a master's degree in oceanography, still thinking she would return to Miami.

"I was routed on a totally different career path, having earned a bachelor of science degree in zoology at Howard University," she says. It was there that she met her husband, Frank, and realized that she would be living in Washington, D.C., for more than her university years.

Now working toward a master's in business administration, Smith says that she has attended almost every university in town to learn the fine details of management and business. "I've taken classes to reinforce my knowledge on the job, including coursework in statistics and economics. Everything I've done has served me well at some point in my career," she adds.

Smith attributes her drive—both academically and professionally—to her upbringing. "My parents always encouraged education and a strong work ethic," she recalls.

Smith's father died when she was 12, so her mother, who had always worked part-time, took on full-time employment to support her children. "That made a big difference in me," Smith remembers. "I realized then that a woman

needs to be self-sustaining; you never know when things will change.

"I also had supportive teachers who took you under their wing and were willing to give you a gentle push in the right direction when you needed it."

Smith's division is responsible for the Telecommunications, Publications Management and Mail and Distribution branches.

The Telecommunications Branch handles all cable traffic between the Agency and missions, which amounts to about 1,100 messages daily and 5,000 copies of those messages transmitted in a day.

The Publications Branch consists of the printing and graphics shops, which produce some printing jobs in-house.

The third branch, Mail and Distribution, controls and expedites mail between Agency offices, overseas missions and the U.S. Postal Service. The branch also distributes Agency announcements, brochures and other printed materials.

Coordinating the work of those three branches is a crucial element of the Communications Program Management Division chief's responsibilities, Smith explains.

Recently, Smith supervised the creation of new central service centers in the SA-2 and SA-14 buildings. With this service, Agency employees are able to drop a request for mass photocopying in the mail. "I've been excited about this idea," she adds, because she has been involved from the concept stage to laying out the physical space and working with the center's staff.

"Now it is a very popular and useful resource for employees in those buildings, but, believe it or not, some Agency employees initially resisted the idea," Smith says. "They were reluctant to hand over their photocopying to another office."

Smith says the Agency must be innovative to provide the same or better service at less cost during a time of increased funding constraints. "In addition to the convenience," Smith adds, "the new service gives the Agency a better return on the dollar because only trained personnel are operating the machines."

"Important services are provided by this division," Smith notes. "It's the kind of job that doesn't receive many compliments, but you do get the complaints. If you are doing your job well, people don't notice. But the minute something doesn't go right, boy, do you hear about it!"

"I spend a lot of my time sorting out the problems," she says, "to determine if systemic problems are involved and, if so, how to correct them."

"In service areas," Smith points



**Catherine Allen Smith:** "You have to be excited about your responsibilities to rise above the problems, complaints and operational crises that occur."

out, "people often assume that they can do your job, that anyone can disseminate a cable or distribute mail.

"It's just not so," she says emphatically. "It takes years of experience to know this Agency and the various sets of rules that apply."

After three years as division chief, Smith says, "You have to be excited about your responsibilities to rise above the problems, complaints and operational crises that occur in a day's time."

Smith's enthusiasm in her work is surpassed only by her praise for the staff of the Communications Program Management Division.

"You have to see them in action," she says. "They keep the services going, they stay late to finish a job, they come in when they're sick to meet deadlines. I've gained great appreciation watching them firsthand, and I'm proud to be associated with them."

Smith recently honored her staff with length of service certificates and held a raffle with a prize going to the employee who was able to guess the total number of years the eight honorees had served with the Agency.

"Hundreds of years of experience will vanish when they leave the Agency," Smith notes. "This was one way to say thank you."

Smith, who goes home every year to visit friends and family, loved growing up as a city girl in Miami. "Miami was always very cosmopolitan with a strong Caribbean influence," she says. "But I've enjoyed watching it change over the years as it has grown in its ethnic mixture. This city is now home to thousands of Cubans, Haitians and South and Central Americans."

Today, Smith credits her friends and family, particularly her husband, for giving her the support she needs to tackle the problems and the long hours that go with her job. "When you walk

in the house at 10 p.m. and say, 'I've been working on our budget,' you need a supportive husband," she says.

When Smith isn't working on budget details or solving one of the management crises of the day, she takes time to relax.

"I still have lots of Florida blood in me," she says with a laugh, "and try to plan my vacations during the winter when it's too cold here. And, I love the water," she says, noting that she goes to the beach every chance she gets and uses pool facilities in the area when her schedule bars a trip to the ocean.

Smith still finds time also to devote to her early love, science. An admitted night owl, she stays up to the wee hours of the morning reading scientific journals and sometimes a science fiction novel.

"There's a lot of correlation between management and science," she explains. "In chemistry you learn to break down substances into the smallest elements and then build back up. The scientific discipline serves me well in approaching management problems."

Smith notes that her management philosophy is still evolving. "Most current management theory is geared for corporate America and doesn't fit the government culture. Federal agencies have a set of complicated procedures and laws that govern the way we can accomplish our goals.

"People are the heart of the service industries," she finds. "I learn something new every day about my clients, my vendors, my staff and even myself. My experience in applying some of the current theory in the government setting has been educational."

"In fact, I have a standing joke," Smith says to make the point. "When I finish my government service, I can write a whole text on the management of service enterprises in government."

## Awards

From page 1

tainability, the administrator said, is for people to have the personal income to buy their own food and to pay for some part of their own education and health services. And, that income, he said, is derived from jobs that pay people for their work.

"All of you are a tremendous resource in stimulating work," Woods said, specifically emphasizing the important role Foreign Service National (FSN) employees of the Agency play in this regard. "FSNs know the language, the culture and the economy of their country," he said. "They also represent an invaluable resource for U.S. businesses interested in investing in a developing country.

"The challenge ahead is to maintain the kind of leadership in development that has been the hallmark of this Agency and this country for more than 25 years," the administrator said. "The world is different and better because of this organization.

"Certainly, nothing that the Agency has accomplished has come easily," the administrator said, noting the many sacrifices made by employees, from long hours on the job to exposing themselves sometimes to great personal risk in carrying out their assignments. Woods also paid special tribute to the families of USAID employees who are subject to the same upheavals and uprooting from family and friends with each new assignment.

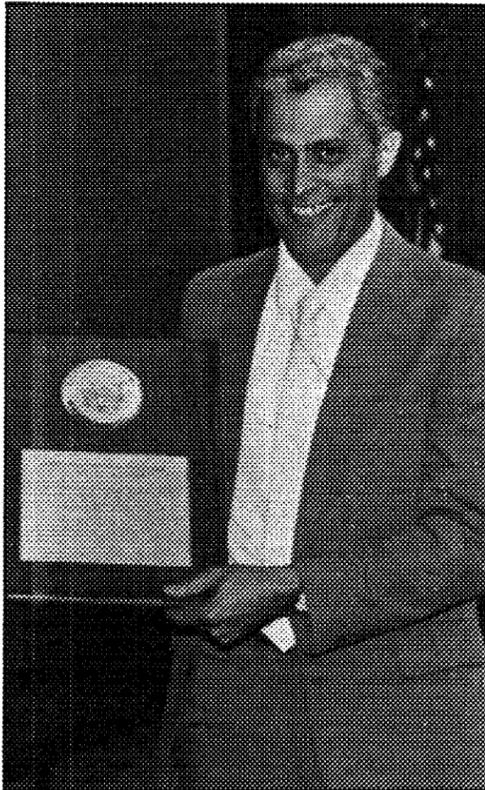
The administrator told the audience that he has heard praise for the work that USAID does from countless individuals, "beginning with President Reagan and Secretary Shultz, both of whom recognize how essential our work is, to individuals I've met in every country I've visited.

"The compliments I receive are for you, not me," Woods said. He then called on the audience to give themselves not only a hand, but a standing ovation.

Prior to announcing the awards, Deputy Administrator Jay F. Morris called special attention to the example of professional dedication set by Singer for his tireless efforts during the famine while fighting a losing battle with his third bout of cancer. Quoting from a tribute to Singer in the awards program, the deputy administrator said, "Steve Singer set an uncommon standard for all." Morris then added, "I hope that we all keep that standard before us."

The award recipients and their position at the time of selection are as follows:

The *Distinguished Honor Award*, the Agency's highest form of recognition, was conferred on **William Fuller** for "demonstrated extraordinary competency" during his service as mission director of USAID/Indonesia and on **Frederick Machmer Jr.** for his outstanding efforts in managing



**Jeff Malick accepts the Distinguished Unit Citation awarded to the Office of the USAID Representative for Afghanistan Affairs, USAID/Pakistan.**

the Agency's famine emergency relief program as USAID representative in Ethiopia.

The Agency's second highest award, the *Superior Honor Award*, was presented to **Dr. Sherif Kamel Arif**, program specialist, USAID/Egypt; **Mildred Beasley**, position classification specialist, Bureau for Management; **Francis Conway**, assistant director for operations, Office of Housing and Urban Programs, Bureau for Private Enterprise; **Michael Deal**, program and project development officer, ROCAP/Guatemala; **Kimberley Finan**, supervisory project development officer, USAID/Barbados; **Walter Kindred Jr.**, foreign assistance inspector, Office of the Inspector General; **David Lundberg**, supervisory agricultural development officer, USAID/Kenya; **Peter Orr**, supervisory project development officer, USAID/Barbados; **Robert Phillips**, program economics officer, Regional Development Office/C Barbados; **David Rybak**, program officer, National Year of the Americas; **Elivira Saenz de Tejada**, participant training specialist, USAID/Guatemala; **Alan Silva**, USAID affairs officer, Office of Southern African Affairs, Bureau for Africa; **James Smith**, USAID representative, USAID/Colombia; **Gary Towery**, USAID representative, USAID/Oman; **Ann Van Dusen**, deputy director, Directorate for Health, Bureau for Science and Technology; and **Darma Wright**, division chief, Resources Management Division, Bureau for Management.

The *Outstanding Secretaries Award*, which consists of an engraved plaque and a check for \$3,000, was presented to civil service recipient **Frances Nickolou** of the South Asia Office, Bureau for Asia and Near East, and to foreign service recipient **Barbara**

**Smither** of USAID/Thailand.

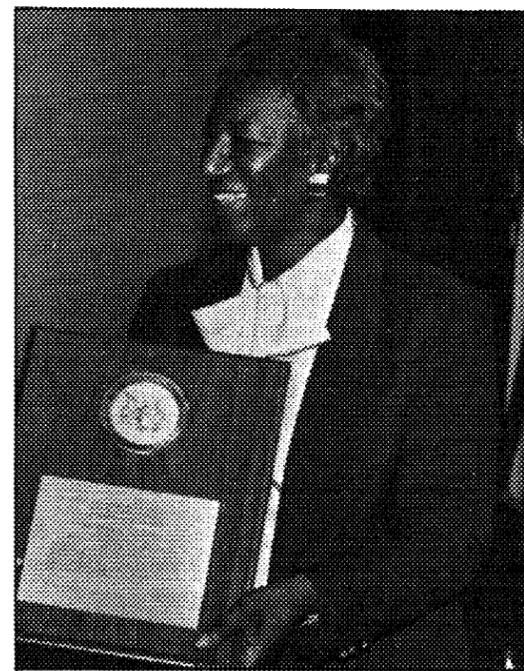
Nickolou, honored for "dedicated and superior performance, and contributions significant to productivity and to efficient use of professional staff resources," joined the Agency 10 years ago after a 25-year teaching career.

Smither was selected for "outstanding and unique contributions to the efficiency and effectiveness of USAID/Thailand" and to the Agency as a whole by completing a Secretary's Handbook, which is used extensively by missions throughout the ANE region and "which promises to be of benefit to all missions."

**Barbara Hoggard**, administrative officer for the Executive Management Staff, Bureau for Management, received the *Equal Employment Opportunity Award*, which consists of an engraved plaque and a check for \$1,000, for "leadership in promoting and advancing Agency EEO goals."

The *Administrator's Distinguished Career Service Award*, which is presented only on departure from the Agency in recognition of exceptionally distinguished careers, was awarded to **Martin Forman** (posthumously), director, Office of Nutrition, Bureau for Science and Technology; **Dr. Lee Howard**, director, Office of Health, Bureau for Science and Technology; **Richard Meyer**, senior adviser to the administrator, Office of the Executive Secretary; and **Barry Sidman**, director, Office of Development Planning, Bureau for Asia and Near East.

The *Outstanding Career Achievement Award*, the second highest Agency award presented on departure from USAID, was awarded to **Zoe de Fonzo**, management analyst, Executive Management Staff, Bureau for Latin America and the Caribbean, and to **Donald Reilly**, supervisory special projects officer, Office of Technical Resources, Bureau for Africa.



**Barbara Hoggard, Bureau for Management, receives the Equal Employment Opportunity Award for "leadership in promoting EEO goals."**

Outstanding performance by Foreign Service Nationals was recognized for the first time at this year's ceremony. The *Foreign Service National of the Year Award* consists of a plaque, a trip to Washington and a check for \$1,000. Recipients from the Bureau for Asia and Near East were **Kamal Farhat**, program specialist, USAID/Lebanon, and **Nenita De Guzman**, shipment and travel supervisor, USAID/Philippines. Those selected from the Bureau for Africa were **Marcel Ngue**, project officer, USAID/Cameroon, and **Monica Nyirenda** of USAID/Malawi for exceptional service in administrative management.

*Distinguished Unit Citations* were awarded to USAID/Senegal; Regional Development Office/Caribbean, Grenada; and the Office of the USAID Representative for Afghanistan Affairs, USAID/Pakistan.

*Superior Unit Citations* were presented to the Mission and Project Support Division, Office of Information Resources Management, Bureau for Management; USAID/Jordan; USAID/Sri Lanka; Recruitment Staff, Bureau for Management; Office of Design, Evaluation and



**Frances Nickolou of the Bureau for Asia and Near East receives the Civil Service Outstanding Secretaries Award from the administrator for her "dedicated and superior performance in the South Asia Office."**

Capital Projects, USAID/Zaire; and the Policy and Analysis Division, Records Management Branch, Bureau for Management.

Those receiving *Meritorious Unit Citations* included the Office of the USAID Representative, USAID/Gambia; USAID/Liberia; USAID/Mauritania; Agriculture and Rural Development Division, Bureau for Asia and Near East; Legal Division, USAID/Pakistan; and the Participant Training Unit, USAID/Indonesia.

The conclusion of the ceremony was marked by an unannounced award presentation that took even the master of ceremonies, Jay Morris, by surprise.

Marilyn Zak, president of the Women's Action Organization (WAO), announced that since WAO's founding in 1970, the organization has tried to recognize individual dedication to equal opportunity for women. "However, it has been a while since we have found an individual who deserves special recognition," she said.

Zak then announced that it was the unanimous decision of the WAO board that "time has indeed come to give special recognition to what Jay Morris has contributed to equal opportunity for women at USAID."

"There are many specific items WAO can cite on what has happened to the position of women at USAID as the result of Jay Morris' commitment to equal opportunity: There are more career and political women at higher levels; recruitment of women is more equitable; women have a better chance to make it to the top; and women are better represented in all occupational categories. Jay's role, sometimes visible and sometimes not, has been major in these achievements."

Zak then presented the deputy administrator with an engraved plaque that read, "In recognition and appreciation of your strong commitment to advancing women. You have made a difference."



Administrator Woods congratulates Deputy Administrator Jay F. Morris, who received an award from the Women's Action Organization in recognition of his commitment to equal opportunity for women at USAID.

## FSNs Recognized for Outstanding Service

At special ceremonies held in conjunction with the Agency's 1988 Honor Awards Ceremony, the Bureau for Asia and Near East (ANE) and the Bureau for Africa (AFR) honored outstanding Foreign Service National (FSN) employees with the presentation of the first Foreign Service National of the Year awards.

The awardees from the ANE region were Kamal Farhat of USAID/Lebanon and Nenita De Guzman of USAID/Philippines. Marcel Ngue of USAID/Cameroon and Monica Nyirenda of USAID/Malawi received the award from the Africa Bureau. The award consists of an engraved plaque, a trip to Washington to accept the award and a check for \$1,000.

In opening remarks at the ANE ceremony May 18, Assistant Administrator Julia Chang Bloch expressed her pleasure in presenting the inaugural awards.

"Foreign Service Nationals are integral members of the USAID family," Bloch said. "Without them, we couldn't do what we do. This award is presented in recognition of the valuable contributions of FSNs in making our programs the success they are."

Kamal Farhat, program specialist in Beirut, was presented the Professional FSN of the Year award for "sustained outstanding performance under difficult circumstances" during his 32-year USAID career.

Farhat's nomination was strongly supported by U.S. Ambassador John Kelly who wrote, "USAID directors in Beirut come and go. When they are away, it has always been Kamal Farhat who assured vital program continuity, with consistent distinction. That, plus his irreplaceable work in the 80% of Lebanon that



The Agency's first recipients of the Foreign Service National of the Year Award get acquainted following the Honor Awards Ceremony May 18. Pictured from left are Marcel Ngue, USAID/Cameroon; Monica Nyirenda, USAID/Malawi; Kamal Farhat, USAID/Lebanon; and Nenita De Guzman, USAID/Philippines.

American officers visit only rarely, make his work worthy of the greatest award we can give him."

In accepting the award, Farhat spoke of the extensive suffering of the Lebanese people and expressed the appreciation of his people for U.S. support. "Had it not been for the support of America and USAID in particular," he said, "Lebanon could not survive."

On hand to congratulate Farhat were USAID/Beirut's three most recent mission directors, Malcolm Butler, Terry Lambacher and Gary Mansavage.

The Support FSN of the Year award was presented to De Guzman, USAID/Manila shipment and travel supervisor, for "outstanding performance, . . . and an exceptionally positive attitude coupled with determination, energy and

foresight" during her eight years with the mission.

De Guzman, whose husband and children were present at the ceremony, thanked her family and her colleagues. "Without their support, I would not be here," she said. De Guzman said she would display the plaque in her office as an incentive for others to work to receive the honor.

In presenting the Africa Bureau awards May 16, Deputy Assistant Administrator Walter Bollinger expressed his hope that the awards represented a "tradition in the making."

"FSNs represent the heartbeat of our missions," Bollinger said. "They give a very special character and continuity to our program as USAID people move on."

Presenting the award to Ngue,

USAID/Cameroon's most senior FSN professional employee with 10 years of service, Bollinger praised Ngue as the "driving force" behind the success of the Cameroon Credit Union Development Project, which has resulted in member savings of almost \$30 million. Ngue also was cited for outstanding service as assistant project manager for the Agriculture Management and Planning Project and for his key role in facilitating negotiations concerning mission programs with the Cameroon government.

In acceptance remarks, Ngue said, "While this is a great honor for my country and for USAID/Cameroon, I take this as a challenge to work even harder."

Noting that USAID/Cameroon has a positive image in his country, Ngue said to the gathering, "FSNs are your best ambassadors and have a substantial impact on the USAID image overseas."

Monica Nyirenda, who was a teacher before joining USAID/Malawi in 1984, was honored for exceptional service in mission administrative management and for her work as a personnel assistant and as secretary to the executive officer.

In nominating Nyirenda, Mission Director John Hicks said, "Her demonstrated ability and consummate skill in performing a number of difficult responsibilities reflect not only a progressive and disciplined self-development, but also a loyalty and sense of dedication to this mission that are unsurpassed."

In addition to the individual bureau ceremonies, the Foreign Service National honorees were recognized at the Agency-wide Honor Awards Ceremony May 18.

—Suzanne Chase



Agency-sponsored research at Historically Black Colleges and Universities (HBCUs) is beginning to contribute valuable and important new information on a variety of international development topics. To date, 58 principal investigators from 23 HBCUs have undertaken 71 research projects for USAID in 20 developing countries and the United States.

One example is the work of Dr. Judith Bender, a scientist at Morehouse College in Atlanta, who recently presented her research involving a new and inexpensive method of increasing the amount of protein-rich fish feed (algae) in developing countries at the 1987 World Aquaculture Society.

Using only silaged grass clippings, light, water and nitrogen-fixing microbes—all generally available in natural ecosystems—Bender has developed a system of producing algae protein in ponds.

The protein-rich fish feed is formed around silaged grass in a shallow pond near the main fish-production pond. Within seven to 10 days, she reports, a thick green algae mat forms that can be harvested easily by hand or flushed into the main fish pond. Her studies revealed that fish in laboratory tanks ate the protein-rich algae and gained as much as test fish feeding on commercial catfish food.

Bender now is concentrating her research on documenting the biological processes of the silage-algae system. When fully developed, such a system should be highly useful in countries where fish production by small farmers has not been successful because protein-rich fish feed is lacking, and other commercial and natural protein sources are either expensive or difficult to transport.

Another HBCU research project under way at Meharry Medical College in Nashville is studying

## HBCU Researchers Advance Development

Chagas disease, the South American variety of trypanosomiasis (sleeping sickness). Dr. Manuel Valenzuela, one of the project's four research scientists, is focusing on the unusual kinetoplast structure within the cells of the trypanosome parasite.

The kinetoplast is the center of movement for the organism and the site of action of several drugs now used in the treatment and prevention of the disease. All of these drugs, however, cause toxic side effects after prolonged use.

If the kinetoplast can be attacked effectively, it will enable drugs to kill or inactivate the organism without affecting its human host. According to Valenzuela, "Research of the kinetoplast structure may provide medical science

with a more rational approach to an effective chemotherapeutic cure for trypanosomiasis."

Valenzuela recently was awarded the Minority Research Center of Excellence Award from the National Science Foundation to study the effects of one of these drugs (berenil) on the kinetoplast structure.

These accomplishments are particularly noteworthy because for years government agencies made little effort to harness the expertise and experience of HBCUs.

In 1981, however, President Reagan issued an Executive Order directing federal agencies to increase the participation of HBCUs in government programs. The HBCU Research Program was started in 1984 and has

demonstrated the resources these institutions can contribute to social and economic development.

Floyd O'Quinn, manager of the HBCU Research Program in the Bureau for Science and Technology's Office of Research and University Relations (S&T/RUR), explains, "As in the larger university community, it is to the advantage of USAID to stimulate HBCU interest in and scientific support for the U.S. foreign aid program."

Both the HBCUs and the Agency benefit from the program. For example, several scientific papers and presentations have resulted from the research, much-needed equipment has been supplied to some HBCU laboratories, three doctoral theses have been written by graduate students participating in the projects, and the projects have provided numerous opportunities for collaboration between scientists from HBCUs and institutions in developing countries.

The HBCU research effort was established as a five-year, \$11 million project. Each year, about 20 agriculture and health proposals are selected from about 100 submitted for consideration. The proposals are first reviewed by technical experts in S&T/RUR and S&T's technical offices and by technical staff in the regional bureaus. The comments of Agency reviewers also may help clarify and improve research procedures while retaining the general objectives of the proposals.

The best proposals are then reviewed by appropriate members of the scientific community identified through the National Academy of Sciences (NAS) and ranked by an NAS panel. S&T/RUR then selects the highest-ranking proposals for funding.

Proposals must be received no later than Feb. 1 to be considered for funding in that fiscal year. For further information, contact Floyd O'Quinn in S&T/RUR, (703)235-8929.



**One Agency-sponsored scientist from a Historically Black College presented research on ways to increase the amount of protein-rich fish feed in developing countries and enable small farmers to increase fish production.**

## Health

From page 1

for men by 10 years and for women by 14 years, and infant mortality has been cut in half.

The situation in the 35 least developed countries is quite different. Many of these economies have not been growing, Woods said, and while "economic growth is not the only goal we need to encourage developing countries to strive for, it is fundamental.

"Its absence constrains a country's ability—and the ability of donor agencies—to realize permanent improvements in health standards."

If health care improvements are to become permanent, he said, the health community needs to focus on three areas:

- general economic growth, which provides the domestic means to sustain health care services;

- more pluralistic health care systems for a sustainable balance between private care on a fee-for-service basis and government programs; and,
- involving families in their health care and educating them to get more for their health-care dollar.

Woods also cited the urgent need for new technologies as part of the answer to sustainable solutions. Research priorities should include the development of a non-reusable syringe to ensure the safety of immunization programs, better diagnostic techniques that work in field settings, and single dose, more stable and less expensive vaccines appropriate to the environment, as well as further research on malaria and bacterial pneumonia.

"If we can plan for the future—while sustaining and expanding the achievements of the past—we will truly have made a difference," the administrator said.

## Office Urges Employees to Send Current Address

It is customary for people who have recently moved to drop a line to friends and family letting them know "We're here now if you need to reach us." But in USAID's Payroll Office, the question is, where is "here?"

The postal service has returned hundreds of employees' W-2 Statement of Wage and Tax forms and bi-annual Thrift Savings Plan statements to the Agency because of outdated addresses.

In the upper left of every employee's Statement of Earnings and Leave is a block labeled "mailing address." If the block is blank, or the address is incorrect, the employee should immediately send a current address to the Payroll

Office, PFM/FM, SA-2, room 102.

The timekeeper unit code is another way for the Payroll Office to find employees. The code is a six-digit number used to route time and attendance cards and statements of earnings to the designated office timekeeper.

When Agency employees change offices, they can ensure that their code is current by asking their new timekeeper to complete and submit an AID 762-24 Timekeeping Unit Code Change form to the Payroll Office.

A current mailing address and timekeeper code ensure that each employee will receive needed information promptly. Make sure that the Payroll Office knows where your "here" is.

**RURAL DEVELOPMENT ISSUES DISCUSSED DURING FORUM**

The evaluation staff of the World Bank recently hosted a seminar on "Rural Development: Lessons from Experience." The Paris conference was attended by members of the DAC Expert Group on Aid Evaluation and by other rural development program evaluators, experts and operational staff from the bilateral and multilateral donor agencies, including USAID's Center for Development Information and Evaluation (CDIE), which assisted in organizing the seminar.



tional identities, participants concurred on the need to tailor appropriate strategies to the local socioeconomic conditions. National strategies were seen as necessary to fill the gap between the global rural development strategy and project approaches.

Participants agreed that the

Stronger government commitments to longer term programs are indispensable, both on the donor and the recipient side;

- Donors should avoid creating autonomous agencies to implement their projects because experience indicates they are not sustainable. NGOs and the private sector should be integrated more into the rural development strategy;
- Integration of related rural development activities should take place at the country planning or strategic level, but integrated implementation of multiple, complex activities within a single project should be avoided;
- Development of local institutional capacity and upgrading of human resources over the longer term are important aspects of a sustainable rural development strategy;
- To improve project success and enhance participation, potential beneficiaries should be involved in defining the project's targets and services. It is important that local experience, perceptions and capabilities, as well as the needs of women and the poorer sections of the community, are identified and used in project planning;
- Projects should mobilize local resources to the fullest to facilitate duplication and sustainability.

Project efforts should support rather than take over the development initiatives of the local communities; and,

- Whether simple or sophisticated, technologies must be adapted and appropriate to the local context, needs and capabilities.

Seminar participants voiced concern that many of the lessons from evaluation experience were not translated quickly enough into donor management actions or changed modes of operation and policies, and that more attention was required to identify obstacles that prevented evaluation feedback and application to operations.

The seminar also highlighted the similarity of experiences among the donors and the degree of interagency consensus concerning these findings and their operational implications. Participants noted that evaluators needed to pay more attention to the implications of evaluation findings for project operations and to finding forums for discussion with management concerning evaluation experience.

Copies of the Agency's report presented at the conference, *A.I.D.'s Experience With Rural Development: Project-Specific Factors Affecting Performance* (February 1988), and *Rural Development: Lessons From Experience* (highlights of the seminar proceedings) can be obtained from CDIE, Program and Policy Evaluation, room 220, SA-18, (703) 875-4855.

—Annette Binnendijk

***"Participants agreed that rural development efforts have produced enough success stories to provide promise and direction for the future."***

The purpose of the seminar, the first of its type, was to provide an informal forum for the exchange of evaluation experiences on issues related to rural development. Although not for policy-making, evaluation findings shared by the group have implications for improving future rural development programs, policies and strategies by the donor community and developing countries.

It was the consensus of the participants that despite problems and setbacks, rural development efforts have produced enough success stories to provide promise and direction for the future.

Stressing the importance of na-

basic elements of a rural development strategy should be to generate cash flow, make possible economic rates of return and increase productivity.

Among the "lessons learned" presented at the seminar were:

- Project designs should be more flexible so that they can be adjusted in light of experience. There should be more small-scale efforts first, and strategies should use a phased "learning" approach more consistent with the experimental nature of many rural development efforts;
- This phased approach implies a longer time-horizon, with a commitment of 15 to 20 years.

# Joint Research Yields New Leprosy Data



In biblical and medieval times, leprosy was the most feared of diseases.

Today, it has all but disappeared from the attention of developed countries even though 11-15 million cases worldwide are reported each year.

Although still a problem, primarily in the tropics, leprosy remains the most important infectious cause of crippling in the world.

If the disease is diagnosed, it can now almost always be treated successfully. But leprosy patients often have reaction periods with exacerbated symptoms in which irreversible physical damage occurs. Treatment of those conditions can involve risks of severe side effects. Untreated, the reactions can be so severe that before the introduction of corticosteroids, patients were often provoked to suicide.

A joint research project funded by the Office of the Science Advisor (SCI) and conducted by Chiang Mai University in Thailand and the University of Hawaii has resulted in a new understanding of leprosy.

The project also offers the possibility of new approaches to the detection of critical stages of

the disease and, eventually, of new treatments.

The specific mechanisms of these reactions are not fully understood, but that is changing because of the research led by Choti Theetranont and David Scollard. They have developed a simple technique in which suction is applied to the skin of a patient to form a blister. They have demonstrated that the fluids in these small blisters contain considerable information on the status of the disease.

One gauge is the presence and concentration of leprosy antibodies in the fluid. Antibodies are substances that attach specifically to antigens associated with the leprosy bacteria. James Douglas of the University of Hawaii developed an ELISA (Enzyme Linked ImmunoSorbant Assay) technique that has made detection of these substances fairly easy.

The SCI grantees used the ELISA test on fluids drawn from a variety of subjects, including normal individuals, active and inactive leprosy patients and some patients experiencing reactions. They found that increased antibody levels in the blister fluid may be useful in the study of ENL (Erythema Nodosum leprosum), a

relatively frequent reaction that, while usually short-lived, may cause substantial permanent damage to the patient.

Fluids from ENL lesions often have very high levels of antibodies against specific leprosy antigens, but the level seems dependent on the time the sample is taken in the course of the disease. That may mean that ENL is related to the response of the immune system to the disease and suggests that researchers devote more attention to the development in time of the ENL reaction.

"Reversal reactions" are less frequent than ENL but are characterized by rapid nerve damage, which leaves leprosy victims vulnerable to injury, infection and disfigurement.

Choti has traced a relationship between reversal reaction and another immunological condition. Certain immune system cells, when stimulated by an antigen, produce interleukin-2, which further stimulates the immune system. A characteristic marker of this process is the so-called "Tac peptide." Choti and his colleagues have shown that the Tac peptide level can be determined from the blister fluids and is generally the

same in patients with active or cured leprosy.

In about half the patients with reversal reactions, the levels of peptide are very high. "The results suggest that elevations of TAC peptide may be related to the severity of the reaction or its duration, or both," says Choti. "This is an important consideration in its use as a diagnostic tool."

The scientists have reported results from this research in seven major publications. Since the first report was published last year, they have received more than 300 requests for reprints, mostly from developing countries.

Evidence suggests that the extreme variations in the symptoms of leprosy patients are caused by variations in the immune response of the victims, rather than to different versions of the disease. Moreover, the classical distinction among kinds of leprosy may relate to classes of immune responses.

Other researchers, including SCI grantees led by Sanit Makonkawkeyoon at Chiang Mai University, are studying possible ways to encourage the immune system's response to leprosy.

— John Daly

## Cooperatives Advance Tonga Private Sector

 The Pacific archipelago of Tonga is the focus of an effort initiated by the Agency in 1981 to accelerate private sector development in the South Pacific.

"USAID recognizes the importance of development in Tonga and other areas in the South Pacific," says Julia Chang Bloch, assistant administrator for the Bureau for Asia and Near East (ANE). "Consequently, ANE has undertaken innovative measures using private voluntary organizations (PVOs), non-governmental organizations and other resources to advance private enterprise projects in Tonga."

One of the major success stories of the South Pacific is the Tonga Cooperative Federation (TCF), a wholesale supplier to almost 500 retail shops throughout the country. With Agency support, Agricultural Cooperative Development International (ACDI), a U.S.-based PVO, has provided management expertise to the federation. ACDI is an agribusiness consultant to developing countries on rural credit development, rural productivity and sustainable growth through private enterprise.

Before USAID and ACDI assistance began in 1981, the Tonga Cooperative Federation was virtually bankrupt. Implementing new marketing and management strategies, TCF has grown from a three employee operation into one that now employs 58 workers and is the fourth largest company in Tonga, with annual sales exceeding US\$4 million.

Other early support for the federation came from the government of Tonga, which agreed to extend financial aid to the TCF after the Tonga Development Bank supplied the requisite loan in 1982. Additional capital support came from the Peace Corps and Great Britain that same year.

A slow start the first three months of 1982 was followed by a sharp increase in sales totaling T\$540,000 for the year. (Tongan currency is roughly equivalent to \$.70 per US\$1.)

TCF expanded its small-scale

operation to include four other island locations. With its increased capital, TCF was granted additional loans by the Tonga Development Bank to purchase and rent trucks to deliver goods directly to retail shops. Local shopkeepers welcomed the new delivery service because it greatly reduces the time and cost these businesses face in transporting bulky staples such as flour, canned goods and sugar. USAID funding paid for refrigeration equipment and a computerized accounting system.

TCF's project design was based on a feasibility study that showed that the wholesale division of the federation could be revived and made competitive with other private sector companies. In fact, TCF was successful in displacing foreign firms in the same market, and the previous limited efforts to serve farmers and fishermen were expanded through marketing commodities such as fish, vanilla and handicrafts.

TCF's agriculture sector was expanded in January 1986 when a new cooperative, the Friendly Islands Marketing Cooperatives (FIMCO), was started.

FIMCO's agro-based products include handicrafts made from "tapa," the pounded bark of an indigenous mulberry tree. From tapa and other plant materials, baskets and rugs are woven and sold to tourists and local shops.

In the last two years, FIMCO's profits have rebounded from the 1985 baseline of T\$285,000 in sales to T\$960,000 by 1987.

"The most satisfying aspect of ACIDI's involvement with the



**Fishermen are among those benefiting from the Tonga Cooperative Federation's new marketing and management strategies.**

Tonga Cooperative Federation is the continuing success and progress the federation has made after the withdrawal of foreign aid and technical assistance," says Jerry Lewis, vice president for ACIDI's Asia/Near East and Pacific Regions.

"Quite often start-up development projects meet with disappointing results after the foreign assistance is cut. In the case of TCF, the accomplishments made to date are ones of which ACIDI is particularly proud."

Although the Agency withdrew funding for technical assistance to

TCF in 1986, USAID's commitment to developing private sector activities in the South Pacific region continued in June 1987 with a one-year grant to FIMCO.

"One of the best features of the TCF and FIMCO projects is the high level of commitment and cooperation between USAID, ACIDI, the Peace Corps and the government of Tonga," observes Lori Forman, senior adviser in ANE. "The remarkable success of these two cooperatives will serve as a standard for Tonga."

—Irene Ricks

## Asian Culture Awareness Promoted

 "Asian-Pacific Americans: Developing Leadership Beyond the '80s" was the theme of the Second National Asian-Pacific American Heritage Training Conference held May 4-7 in Crystal City, Va.

The purpose of the conference was to promote awareness of the effect of Asian and Pacific culture, work ethics and behavior on employment in the federal work force.

The conference opened with a reception and multicultural fashion show, which was attended by about 350 people representing embassies, federal agencies and the private sector. The fashion show, "Jewels of the East," featured clothing representative of various cultures in Asia.

Brig. Gen. William Chen, assistant deputy for systems management, Office of the Assistant Secretary of the Army, delivered the keynote address, "Leadership

Beyond the '80s."

Other speakers included astronaut Dr. Franklin Chang-Diaz, who served as mission specialist on a six-day shuttle flight launched in January 1986; Elaine Chao, chairwoman of the Maritime Administration, who was recently selected one of the Ten Outstanding Young Women of America for 1987; and Dr. Joy Cherian, a commissioner of the U.S. Equal Employment Opportunity Commission and the first Asian-American to serve in this position.

Workshops were held during the conference to discuss topics such as "Asian-Pacific Americans and the English Language Movement Issue," "Self-Assertiveness Training," "Mentoring and Role Models," and "Asian Leadership—Past, Present, Future."

The objectives of the discussion groups were:

- to present the skills and knowledge needed by Asian-Pacific

American employees to enhance mobility and career advancement in the public sector;

- to focus on the cultural values of Asian-Pacific American employees and review the need to tailor affirmative action plans and recruitment efforts to meet their needs; and,
- to discover and refine methods of improving opportunities for Asian-Pacific Americans to compete for and achieve success in positions at all levels of federal employment and especially at the managerial and policy-making levels.

The conference closed with a plenary session conducted by employees of USAID and the State Department, during which participants evaluated the conference and made recommendations for the conference scheduled for 1990.

A report on the conference will be available in September.

—Voncile Willingham

### COMMEMORATIVE EVENTS

This summer, the South Pacific is anticipating a round of events celebrating independence and economic growth.

On June 30, the U.S. government will send an official delegation to Tonga to commemorate the 100th anniversary of the U.S. Tonga Friendship, Commerce and Navigation Treaty. On July 7, the Solomon Islands celebrates its 10th year of independence.

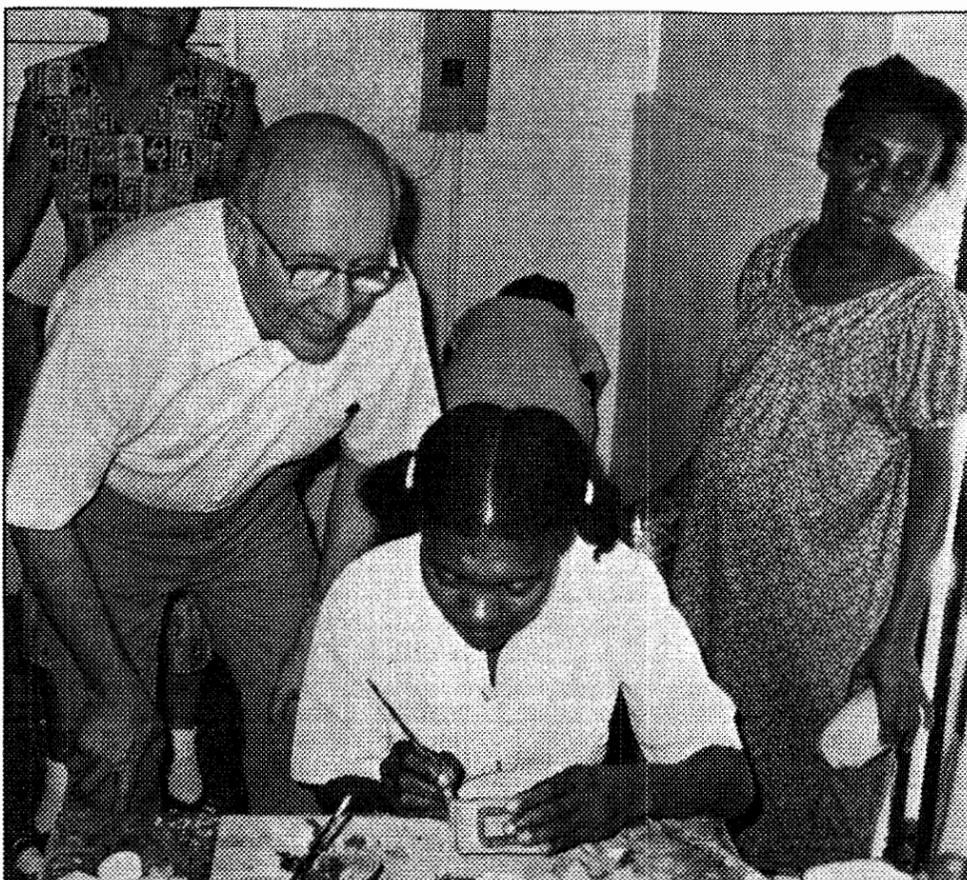
## Ink Backs Elections In Haiti

 In meetings with Haitian business, labor and political leaders, Dwight Ink, assistant administrator for Latin America and the Caribbean, emphasized U.S. support for free and fair elections supervised by an independent electoral commission as called for in Haiti's new constitution.

Ink, who recently traveled to Haiti on a two-day fact-finding tour, said the resumption of economic assistance to the government would depend on steps being taken toward the country's democratization.

The U.S. government cut off about \$75 million of economic assistance to the Haitian government after the aborted elections of last Nov. 29, leaving \$25 million of economic assistance that is administered through private and non-governmental organizations.

USAID continues to fund numerous humanitarian projects in Haiti that promote improvement in education, child survival, health, soil conservation, business development, nutrition, potable water and irrigation.



**Dwight Ink, assistant administrator for Latin America and the Caribbean, visits a crafts shop at a USAID-funded hospital in Cite Soleil, a large slum on the outskirts of Port-au-Prince, during a recent fact-finding trip to Haiti.**

During his visit, Ink met with representatives of various humanitarian and relief organizations funded by USAID. He also inspected the USAID-funded hospital at Cite Soleil, a large slum on the outskirts of Port-au-Prince.

After his return to Washington,

Ink testified before a House subcommittee considering the Reagan administration's request for \$32 million in economic assistance to private and non-governmental organizations in Haiti for fiscal 1989.

—Timothy O'Leary

## FLO Gets New Chief



Maryann Minutillo has been named director of the Family Liaison Office (FLO). She succeeds Susan Parson who is going with her husband on assignment to Paris.

Minutillo, who previously served as FLO education counselor, has been active in the foreign service community at home and abroad. She has accompanied her husband, USIA officer Robert Minutillo, on assignment to Guatemala, Honduras, Argentina, Bolivia, Bahrain and Paraguay. Her professional interests include international education and cross-cultural issues for families.

Before joining the Family Liaison Office, Minutillo served as Community Liaison Office coordinator in Asuncion, consultant to the Human Side of Crisis Management project for the Overseas Briefing Center, and faculty member and teacher training specialist at the College of Health Sciences in Bahrain. She also

*"Education, spouse employment and security issues are the greatest concerns of [FS] families."*

taught at the American Cooperative School in La Paz and was an educational consultant in Guatemala, Paraguay and Argentina.

One of Minutillo's goals as FLO director is to strengthen the Community Liaison Office program overseas. "Community liaison officers have been recognized as valuable members of their embassy/consulate teams by ambassadors, administrators and family members alike," she notes.

Another priority will be to ensure that FLO, during its second decade, focuses on the changing idea of "family" in today's world. "Today's foreign service family consists not only of the traditional family of husband, wife and children, but also includes single parents, tandem couples, single employees and dependent parents of employees," she points out. "Education for children, spouse employment and security issues have been identified as the greatest concerns of these families."

Minutillo has a bachelor's degree from Emmanuel College in Boston, a master's degree from Boston College and has done doctoral work in education at Clark University, Mass. The Minutillos have one son, Roberto.

—Michael Ann Dean

## New Lending Authority Sought

 A guaranty authority designed to give the Bureau for Private Enterprise (PRE) greater impact in its lending program is pending in Congress.

If enacted, the authority would enable PRE to generate at least several times the current amount in new investments in USAID-assisted countries.

Projects would follow the same guidelines legislated by Congress in establishing the Private Sector Revolving Fund, managed and operated by PRE since 1983. That is, they would target small businesses, be innovative and serve as models for replication by missions.

The guaranty authority would, however, let PRE bring more financial weight to the table. This is expected to make the bureau a more prominent player in assisting mission policy dialogue aimed at strengthening financial markets and opening economies to private enterprise.

PRE also would have greater resources with which to work with local private financial institutions, which USAID wants to influence in favor of serving small and medium-scale enterprises seeking to start up or expand.

Experience gained with the revolving fund indicates that the main barrier to local lenders in serving small business is not lack of liquidity—cash available for lending—but aversion to risk. The guaranty authority would reduce that risk and, in contrast to direct lending, avoid the possible foreign exchange penalty of servicing dollar debts.

Under such an authority, part of the assets of the revolving fund plus fees charged for guaranty coverage would be used as a reserve at the ratio of one dollar of reserve for each four dollars of guaranty. The reserve would be drawn against only in event of default. Otherwise, the guaranty would require no outlays.

The revolving fund portfolio currently consists of 30 loans totaling more than \$60 million in 14 countries. Early loans required matching in local currency from developing country banks or other lenders to establish loan pools for small and medium-size business clients. More recent projects involved guaranties for loans made by such institutions from their own resources. The request to Congress for a broad guaranty authority is a natural outgrowth of this shift in focus.

The revolving fund also is used increasingly to demonstrate new ways of mobilizing the private sector in developing countries. For example, in fiscal 1987 PRE helped establish Thailand's first indigenous venture capital firm, Business Venture Promotion, Ltd.

Also added to the portfolio last year was a securitized trade facility under which USAID, in concert with four international banking institutions, is providing loan guaranty coverage to small and medium-size Turkish enterprises for trade and pre-export activities. Such experimental efforts would be continued and expanded under a guaranty authority.

In other activities, PRE Assistant Administrator Neal Peden traveled to Jordan, Egypt and Tunisia recently to discuss privatization programs. The PRE-funded Center for Privatization has provided assistance in each country. This includes aid for Jordan's efforts to privatize its national airlines, the Amman city bus system and the telecommunications corporation. Peden was accompanied by Paul Elicker, executive director of the center, and Lou Faoro, PRE privatization project manager.

—Douglas Trussell

# Project Aids Indonesia's Disaster Readiness

by Wynne Cougill

Most visitors to Indonesia spend their days lying on the beach at Bali or exploring the world famous temple of Borobudur. When they return home, they take with them a picture of idyllic islands where the pace is leisurely and little ever happens to disturb one's equanimity.

But what many see as a tropical paradise is actually one of the world's more disaster-prone countries. Each year, more than 2,500 natural disasters leave more than 2,000 people dead, 5,000 injured and a million homeless. Damage to property, farmland and livestock tops \$125 million annually. But the enormous toll of suffering left in the wake of these disasters is beyond calculation.

Located on the equator, Indonesia remains free of violent atmospheric movements such as cyclones and typhoons. But the country sits astride one of the world's most active volcanic regions. Of its 128 live volcanoes, 70 are active and considered dangerous.

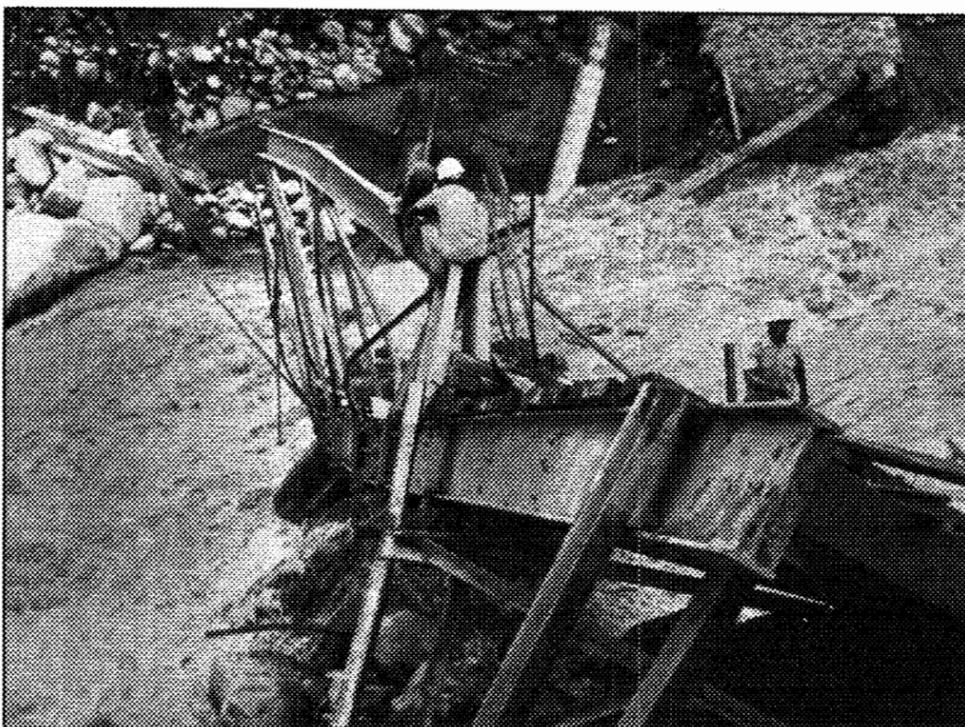
The most famous example of the damage wreaked by an Indonesian volcano is the 1883 eruption of Krakatau, off the island of Java, which killed more than 36,000 people.

Today, Indonesia experiences about 10 volcanic eruptions a year. While volcanism has contributed greatly to the rich agricultural land of Java and Bali, eruptions are a constant threat to the more than 151 million people—89% of Indonesia's population—who live on or near volcanic peaks.

Indonesia also experiences about 350-400 earthquakes a year and the ensuing seismic sea waves, plus landslides, droughts and flooding.

Nor is Indonesia immune to disasters that are partly or wholly man-made. The 1983 Kalimantan forest fire, one of the largest in recorded history, destroyed more than 3.6 million hectares of forest. The fire was the result of a severe drought, large areas of degraded, logged forest and rapid population expansion. As Indonesia moves increasingly toward industrialization and urbanization, it also will face ever-expanding risks of industrial accidents and other potential human-influenced disasters.

Disaster management in a country with such frequent and varied natural phenomena is a complicated undertaking in even the best of circumstances. But Indonesia also has a large physical expanse and varied geographical character—more than 1 million square kilometers scattered over 13,677 islands—and diverse social and cultural conditions and dialects. In addition, two-thirds of the country's population is concentrated on 6% of its land area, the islands of Java and Bali, where



Following the destruction of a 30-meter steel bridge by lahar flow in 1983, workers assess damage to aid in reconstruction.

volcanoes are most active.

For many years, Indonesia addressed its disaster-related problems on a sectoral basis. For example, the departments of Public Works, Health, Civil Defense and Social Welfare would respond separately to disaster needs within their own area of competence.

In 1979, the government of Indonesia, recognizing that disaster management requires cross-sectoral efforts and resources, formed disaster coordination boards at the national, provincial and regional levels. The boards' disaster response capabilities were severely tested during the 1982 volcanic eruption of Mount Galunggung, an experience that confirmed the need for increased efforts in the overall management of disasters.

Out of this experience and the resulting years of study, the Strengthening Disaster Preparedness and Disaster Management in Indonesia Project was initiated in 1986. Sponsored by the Indonesian government, USAID's Office of U.S. Foreign Disaster Assistance (OFDA) and the United Nations Disaster Relief Organization (UNDRO), the project undertook the task of strengthening the nation's capability to cope with natural disasters and to lessen the negative impact of such disasters on the country's social and economic development.

USAID and the United Nations provided \$350,000 each to fund the project, and the government of Indonesia made an in-kind contribution of \$1 million. The government's Department of Social Affairs implements the project, and the Ministry for People's Welfare acts as the coordinating agency.

The Indonesia Disaster Management Center (IDMC) is the focal point of the project. Starting with a core staff of four, National Project Director Jusuf Talib now directs 21 professionals working to upgrade disaster preparedness and management throughout the

country.

Initially housed in one room at the Ministry for People's Welfare, the center acquired in 1986 a hectare of land in East Jakarta with long-vacant buildings whose primary occupants were birds. Following rehabilitation work, the IDMC headquarters today includes an auditorium, library, lecture rooms, administrative offices and cottages for visiting students and lecturers. The 2,000-volume library serves as a national source of disaster information, and its computerized operations allow immediate retrieval from any given data base.

"Such rapid growth would not have been possible without the active commitment of both the government of Indonesia and donor agencies, which recognized the vital importance of the center's activities," says Arthur Wong, chief technical adviser to the IDMC. Wong is a retired USAID Food for Peace officer and former mission disaster relief officer at several USAID missions, most recently in Indonesia.

Among IDMC's undertakings is a disaster management training program. Four disaster preparedness and management courses have been conducted thus far, training 155 people from 19 central and provincial-level ministry offices and representatives from the private sector.

A critical element of the program is the Master Trainers Training Course and National Core Staff Training Course, in which disaster managers assist provincial trainers at the local level.

Another outgrowth of these courses was the Association of Disaster Management Trainers. Members have provided assistance to IDMC activities and have spurred the interest of government departments. The Ministry of Sports and Youth Affairs, for example, recently approached the IDMC for assistance in developing

a training course for youth organizations that are called on for disaster relief assistance.

To improve Indonesia's communications and information systems and thereby enable planners to review major hazards, work out better options for dealing with disasters and prepare effectively for the future, four activities were established under the project:

- *Disaster management policies/procedures.* Disaster-related materials on sectoral and inter-sectoral policies, programs, services, resources, problems and needs have been collected, and an organization and procedures handbook is being field-tested. The final handbook, which will provide guidance on the actions to be taken in the event of disasters, is scheduled to be completed next January and will be used by disaster managers at all levels;

- *Inter-departmental communication and information management.* Disaster information has been collected through 1985 and computerized for easy access, and efforts are under way to collect data for 1986-87. This process will help to upgrade the readiness and responsiveness of disaster managers by improving their ability to acquire, analyze and disseminate disaster information;

- *Techniques to monitor the risks of natural and man-made disasters.* The project has developed a provincial disaster-related data base assembled from information collected in the provinces of West Java and Lampung. The data has been programmed into a computerized system that will be used as a model for other provinces.

Once completed, this study will make possible a risk-monitoring system for volcanic eruptions, earthquakes, tropical cyclones, landslides, floods, plant/crop diseases and pests, fires and epidemics; and,

- *Future disaster management policy options.* Information from the other program activities will be collected and analyzed to determine the best policy options for management of future disasters.

OFDA is providing additional support to the disaster management project through a cooperative program in volcanic studies between the U.S. Geological Survey and the Volcanological Survey of Indonesia. USAID also has sponsored a consultancy to the Indonesian Department of Forestry on techniques of forest fire prevention and mitigation, which has resulted in a proposal for the training of master trainers in forest fire prevention and management.

"In Indonesia, it is never a question of whether a major disaster will occur. It is only a question of when, and the government and private sectors must be prepared," notes Wong.

Cougill is an editor/publicist at USAID/Jakarta.

**PROMOTED**

**Rasheedah Ahmad**, IG/ADM, personnel assistant typist  
**Gereda Bolt**, PRE/H, secretary typist  
**David Bransome**, ANE/EMS, administrative operations assistant  
**Gerald Britan**, PPC/CDIE/PPE, social science analyst  
**Angela Brown**, M/PM/CSP/SS, staffing clerk typist  
**Cassandra Chandler**, M/PM/PCF/PP, clerk typist  
**Phyllis Church**, AA/LAC, secretary stenographer  
**Audrey Doman**, M/FM/WAOD/BA, budget assistant  
**Allison Farwell**, LAC/DR/RD, clerk typist  
**Rosalind Serena Gadson**, A/AID, secretary typist  
**Stephen Horneman**, PPC/PB/RPA, information analyst  
**Dennis Lauer**, M/PM/PSPE, information analyst  
**Gwendolyn Marcus**, M/PM/FSP/A, personnel staffing specialist  
**Sylvia Matthews**, M/PM/FSP/A, personnel staffing specialist  
**Jan Miriam Mozee**, LAC/DR, secretary typist  
**Alice Faye Newton Taylor**, AA/PPC, secretary stenographer  
**Anita Fay Snyder**, LAC/CEN, secretary typist  
**Eleanor Speh**, M/PM/CSP/PSPB, personnel staffing specialist  
**Michelle Stevenson**, ANE/DP/E, secretary typist  
**India Thomas**, COMP/CS/R, clerk typist  
**Jeanette Tinsley**, ANE/DP, secretary typist  
**Leslie Vaughn**, ANE/MENA/

# WHERE? IN THE WORLD ARE USAID EMPLOYEES

JWBG, secretary typist  
**Sally Ann Ward**, IG/ADM, purchasing agent

**MOVED ON**

**Douglas Baker**, PPC/PDPR/SP  
**Margaret Boone**, M/FM/CONT  
**Lawanda Brown**, ANE/PD/ENGR  
**Cellna Clarida**, ANE/DP/PA  
**Frances Fullwood**, ANE/PD/MNE  
**Richard Jones**, PPC/EMS  
**Neil MacMillan**, M/SER/DP/COMS/M  
**Penny Mohamed**, ANE/DP/PA  
**Debi Mukherjee**, M/FM/WAOD  
**Richard Tropp**, A/AID  
**Regina Nicole Wilson**, S&T/FNR  
**Marquita Woodberry**, ANE/EMS

**REASSIGNED**

**Anne Bradley**, Tunisia, executive officer, to supervisory executive officer, M/SER/MO/PA  
**Phillip Church**, S&T/AGR/EP, agricultural economics officer, to agricultural economics officer, COMP/FS/DS  
**Gussie Daniels III**, COMP/FS/R/AIDW, AID representative, to program officer, LAC/CEN  
**Harold Fisher**, India, agricultural

development officer forestry, to agricultural development officer, COMP/FS/R/AIDW  
**Shankar Gupta**, COMP/FS/ENTRY/T, engineering officer, to COMP/FS  
**Thomas Hobgood**, Gambia, agricultural development officer, to agricultural economics officer, AFR/TR/ARD/PA  
**Leo Lamotte**, RIG/All, supervisory auditor, to auditor, IG/PSA  
**Nancy Lewis**, COMP/FS/ENTRY/T, secretary, to secretary stenographer, AA/XA  
**Elise Lopez-Tirado**, COMP/FS/ENTRY/T, secretary, to secretary stenographer, LAC/DP  
**John McEnaney**, COMP/FS/R/AIDW, health development officer, to special projects officer, FVA/PVC/PD  
**Harthon Munson**, AFR/PRE, supervisory general business specialist, to general business specialist, PRE/I  
**James Norris**, AA/ANE, deputy assistant administrator, to mission director, Pakistan  
**Jose Rivera**, AFR/EA/UTIOS, program officer, to supervisory program officer, Honduras  
**Richard Silc**, ANE/PD/ME, proj-

ect development officer, to financial management officer budget/accounting, M/FM/ASD  
**David Smith**, Haiti, general engineering adviser, to engineering officer, COMP/FS/R/AIDW  
**Paul Struharik**, M/PM/FSP/CD, supervisory rural development officer, to human resource development officer, COMP/FS

**RETIRED**

**Marvin Cernik**, COMP/FS/R/AIDW, special projects officer, after 29 years  
**Pierre Elissabide**, COMP/FS/MEDL, commodity management officer, after 26 years  
**William Flynn Jr.**, COMP/FS/R/AIDW, agricultural development officer, after 10 years  
**Marion Ford**, Sudan/AGR, supervisory agricultural development officer, after 22 years  
**Leslie Koski**, Mali/GD, engineering officer, after 25 years  
**James McCabe**, M/SER/MO/PA, supervisory executive officer, after 23 years  
**Richard Metcalfe**, AFR/TR/HPN, health/population development officer, after 30 years  
**Walter Rockwood**, REDSO/WCA/PAD, Food for Peace officer, after 6 years  
**Eugene Staples**, Pakistan/D, mission director, Pakistan, after 6 years  
**Catherine Valltos**, XA/PI, public affairs specialist, after 10 years  
**Mabel Weston**, M/SER/MO/PA/RM, management analyst, after 32 years

*Years of service are USAID only.*

## Environmental Policies Linked to Ending Hunger

 A Congressional Forum on "Environment and Natural Resources: Strategies for Sustainable Agriculture" was sponsored recently by the Board for International Food and Agricultural Development (BIFAD) and the U.S. Senate Committee on Foreign Relations, the Committee on Agriculture, Nutrition and Forestry and their House counterparts. The forum was in response to a report issued by the BIFAD Task Force on Environment and Natural Resources. Gerald Thomas, president emeritus of New Mexico State University, chaired the eight-member committee. "BIFAD has become increasingly aware over the first decade of Title XII that the problems of hunger are tied inextricably to the long-term enhancement of the environment and natural resource base," said BIFAD Chairman William Lavery, who commended the task force's efforts. Thomas and Duane Acker, special assistant to the administrator for food and agriculture, concurred that the report "recommends a significant new direction for international

development assistance that requires including environmental concerns in all development efforts." The task force investigated ways that Title XII and the universities could more effectively address the issue of sustainability through research, education and technical assistance to find:
 

- how to reduce dependency on fossil fuels;
- how to distinguish between man-caused and geological changes; and,
- how to halt or reverse desertification.

 The task force did not attempt to define sustainable agriculture; rather, it recognized that different physical, cultural and socioeconomic conditions defined differing production and preservation systems. Sustainable agriculture was viewed as a dynamic process, involving the interrelation between factors such as food production, energy use, and health and nutrition. The report offered a number of strategies for promoting sustainable agriculture and development, including:
 

- a longer-term approach to sustainability. Ten-year planning cycles with "rollover" provisions

for extension of successful programs;
 

- research on how to measure progress in environmental preservation, especially in micro-environments;
- greater cooperation between universities, private voluntary organizations and environmental groups;
- increased involvement of the agrobusiness community; and,
- a series of workshops sponsored by BIFAD to develop fresh approaches and technologies and to address the tradeoffs between the productive and the absorptive capacities of various environments needed to achieve sustainable agriculture and development.

 BIFAD member Leo Walsh presided over a panel composed of Sen. Terry Sanford (D-N.C.), a representative of a non-governmental organization and congressional staff members from the House and Senate who offered their evaluations of the report. Sanford emphasized the importance of developing a constituency for sustainable development by raising congressional and public awareness. He noted that USAID was moving toward sustainable development programs and that

the universities could help the Agency achieve its goals. Investments also were needed that did not hinder or damage the environment, he said. Task force member Ambassador Robert Blake of the International Institute for Environment and Development observed that there was more common thought than common action within the development community. People need to find new ways to talk and work together, he said, to help the United States fulfill its special role in assisting developing countries achieve sustainable agriculture while preserving the environment. Alexander Echols of Sen. Robert Kasten's (R-Wis.) staff saw the report as further evidence of a changing attitude in domestic and international development agencies. While progress was still slow, Echols noted that significant policy changes had resulted in putting environmental and natural resource concerns in the mainstream of development planning. Task force member Hugh Popenoe, University of Florida, said that the challenge is to influence the mix of factors to achieve agriculture that consciously addresses environmental concerns.