Agency for International Development
Washington, D. C.

FRONT LINES

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

Vol. 9, No. 25 October 28, 1971

Photo by Clyde McNair

Rachel Agee, Program and Policy Coordination, collects telephone directories of the U.S. foreign assistance agencies in which she has served during her 20-year career with AID and its predecessors. The phone book in her hand is an ICA volume, dated September 1955.

Nixon Praises AID Progress

President Nixon has commended Administrator Hannah and AID for the progress made in conforming Agency operations to new foreign assistance policies.

In a letter to Dr. Hannah, the President said:

"As you know, I strongly believe in the importance of assisting development in the lower income countries. You have undertaken significant reforms which increase the efficiency and effectiveness of AID's operations and thus strengthen the ability of this nation to contribute to the development process. I commend you and your colleagues in the Agency for International Development who contributed to these efforts and look forward to continued progress in the future."

Dr. Hannah had reported to the President that AID "has made solid progress in moving in the direction of your new foreign assistance concepts and approaches."

"Despite the uncertain fate of the legislative proposals submitted to the Congress earlier this year," Dr. Hannah wrote, "we are — within the constraints of existing legislation — moving to translate your announced policy objectives into effective operation."

Dr. Hannah noted that AID had:

- separated economic security assistance from development programs within the AID structure;
- substantially reduced AID direct-hire American staffs abroad;
- implemented promptly the decision to untie aid financing for procurement in the developing countries and "materially simplified" AID's procurement policies and procedures;
- "made substantial progress in concentrating our technical assistance programs in priority sectors, eliminating weak projects, and achieving further reductions in related staffs abroad," and
- moved in the direction of cen-

(Continued on page 3)

AID is Alive and . . . Well?

10 Years A Record Of Sorts

By Jerry E. Rosenthal

Nobody is going to shoot off roman candles, and probably no one is planning to bake a cake. Nevertheless, there's an anniversary at hand.

AID is 10 years old.

This may not be much compared to what Iran and Picasso are celebrating, but in the actuarial annals of foreign assistance agencies it's practically geriatric. As a matter of fact, of all the previous U.S. aid agencies that were organized and reorganized since the Economic Cooperation Administration administered the Marshall Plan in 1948, only the ICA—International Cooperation Administration — lasted as long as six years.

Just for the record, here are AID's predecessors:

- Institute for Inter-American Affairs (IIAA) 1945-1950;
- Economic Cooperation Administration (ECA) 1948-1950;
- Technical Cooperation Administration (TCA) 1950-1951;
- Mutual Security Administration (MSA) 1951-1953;
- Foreign Operations Administration (FOA) 1953-1955;
- International Cooperation Administration (ICA) 1955-1961;
- Development Loan Fund (DLF) 1957-1961.

AID, the merger of ICA, DLF and assorted other U.S. assistance functions, came into existence on November 3, 1961, when President Kennedy signed an executive order. The new agency opened for business on November 4. The birthday could be either one of those days.

The exact date isn't important. Neither is the name, or the initials of the agency. What does matter, as Administrator Hannah has said on several occasions, "is the people who run it."

"We have in AID," he told the Senate Foreign Relations Committee last June, "more competence in the whole field of development—economic and social — than any other institution in the world."

This feeling is echoed by others who have reason to know—Fowler Hamilton, who was AID's first Administrator; David E. Bell and William S. Gaud, his successors, and Judge Frank M. Coffin, who was in at the beginning, and served for a while as Deputy Administrator. Their comments can be found elsewhere in this issue of *Front Lines*.

Also in this issue is a chrono-

(Continued on page 2)

Senate Readies Aid Vote

The Senate this week is expected to vote on a foreign aid bill that would provide two-year authorizations for all economic development programs except supporting assistance.

The bill being sent to the floor by the Senate Foreign Relations Committee also provides $250 million for South Asia relief assistance as a separate item. This includes the $100 million authorized

(Continued on page 3)

Vietnam Land Reform Staff Wins High Honor

The Staff of the Associate Director for Land Reform in Vietnam was one of 15 recipients of a Presidential Management Improvement Award honored at a presentation ceremony at the Statler Hilton Hotel in Washington, October 18.

The award is the second to be made to AID since it was created by President Nixon last year as the highest recognition within the Executive Branch for exceptional contributions to cost reduction or improved operating effectiveness. Last year, AID's Government Property Resources Office received the honor.

Fourteen other Federal agencies received Presidential awards for their "concern with better management and economy in government." More than 100 nominations for this award were judged by the Office of Management and Budget, and submitted for final approval to the Presidential Advisory Council on Management Improvement.

Assistant Administrator for Administration James F. Campbell, acting for Administrator Hannah, and Director of the Office of Management and Budget George P. Shultz, presented the award to Deputy Coordinator for Supporting Assistance Robert H. Nooter, who represented the land reform staff.

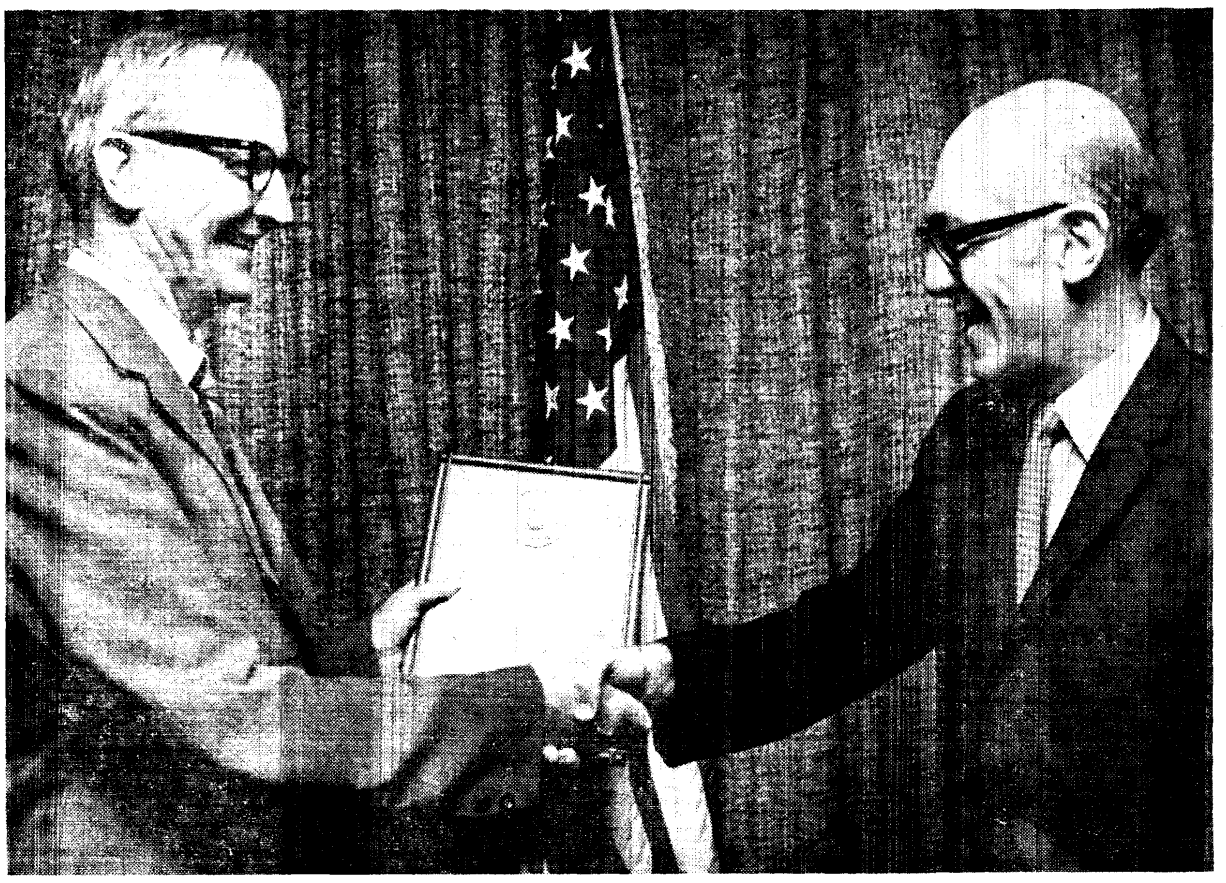
In a June 8 ceremony at the State Department, Will Muller, Associate Director for Land Reform in the Vietnam Mission, received an AID Management Improvement Award from Administrator Hannah on behalf of his staff in Vietnam.

Since 1969, the land reform staff has been helping the Vietnamese Ministry of Land Reform, Agriculture and Fisheries Development to design and implement the land reform program. Ownership of nearly 2.5 million acres of privately-owned ricelands will be transferred to nearly 700,000 tenant farmers, with the government compensating former owners.

Successful implementation of Vietnam's Land-to-the-Tiller program during fiscal 1970 is attributed to the application of new and improved management techniques designed and implemented by the land reform staff in cooperation with the Vietnamese Ministry.

Land was transferred directly from previous owners to tenant farmers, eliminating prior assumption of ownership by the govern-

(Continued on page 13)



Willard C. Muller, Associate Director for Land Reform in Vietnam (left), received a plaque in recognition of the selection of the Land Reform Staff for one of 15 Presidential Awards. Stanley J. Siegel, Deputy Director of the Vietnam Mission, presented the plaque.

Kleine Sworn In As Bureau Chief For Latin America

Herman Kleine, a career foreign aid official, was sworn in October 14 as Assistant Administrator for Latin America. He will continue to serve as Deputy U. S. Coordinator of the Alliance for Progress.

Administrator Hannah presided at the ceremony, which followed Senate confirmation September 30 of Mr. Kleine's appointment by President Nixon.

Mr. Kleine was appointed Deputy Coordinator December 14, 1970, having served as Associate U.S. Coordinator since November 1969. Previously, he had served for more than two years as Deputy Director of the Mission to Brazil. He was Deputy Assistant Administrator in the Bureau for Africa in Washington (1964 to 1967).

Mr. Klein, 51, a native of New York, has been in federal service for 22 years, beginning with the Marshall Plan aid program for Europe and later in the International Cooperation Administration, an AID predecessor agency. He was Director of the Mission to Ethiopia (1957 to 1959) and AID Advisor to the U.S. Mission to the United Nations in New York (1962 to 1964).

A graduate of the New York State Teachers College, Mr. Kleine received his M.A. and Ph.D. degrees from Clark University, Mass. He attended the National War College (1961 to 1962).

He was Assistant Professor of Economics at Worcester Polytechnic Institute, Worcester, Mass., and Research Associate of the National Industrial Conference Board in New York. During World War II, he was an officer in the U.S. Army Air Force.

MR. KLEINE

Mr. Kleine is married to the former Paula Marcia Stein. They have two sons, Joseph Benjamin and Michael.

Central America Mission Directors Air '72-'73 Role

Central American AID Mission Directors met in Zamarano, Honduras, at the Escuela Agricola Panamericana October 7 and 8 to discuss recent developments in Central America as they bear upon AID policies and programs for 1972 and 1973. Herman Kleine, Assistant Administrator for Latin America, chaired the meeting assisted by John R. Breen, Director of the Office of Central American Affairs.

Major topics considered were prospects for the Central American Common Market; the role Central American integration will play in the future development of the region; a regional population program; the roles of exports and tourism in the future development of the five countries of the area.

Participating in the meeting were: ROCAP Director Oliver L. Sause; Mission Directors James P. Derum, El Salvador; Robert E. Culbertson, Guatemala; Edward Marasciulo, Honduras; William R. Haynes, Nicaragua, and AID Affairs Officer Peter Kreis, Costa Rica.

The Escuela Agricola Panamericana, at which the meeting was held, is a technical agricultural college to which AID has contributed over $2 million during the past 10 years. Founded in 1941 by the United Fruit Company, the school has students from all over Latin America and is operated principally from an endowment fund established by the United Fruit Company.

Little Happenings Foretold Major Events in Last 10 Years

(Continued from page 1)

logical summary of what happened in AID during the past decade. Reading it may give one a feeling that the more things change the more they stay the same. But there is also the feeling that the past 10 years has not been just a monotonous repetition of annual cuts in funds, appointments announced, and honors bestowed.

Behind the facade of official history are the little stories of people and happenings that give flesh and blood to AID.

Take, for example, the change in AID's policy on family planning. Until one day in a Rayburn Office Building hearing room—April 4, 1967, to be exact—AID would not finance the purchase of contraceptives. After that day, AID would do so and the whole family planning program turned around. How come?

Administrator Gaud had been testifying on the fiscal 1968 foreign aid request. There were the usual statements, the usual questions, the usual answers. News reporters at the press table were bored. Another dull day for foreign aid.

"AID . . . Guilty"

A year previously, Administrator Bell had received a rebuke from Representative Clement J. Zablocki, (D-Wis.), who charged in a letter that "the agency (AID) has been guilty of a grave misuse of authority in providing *any* aid, other than research assistance, in the population field. . . ." (Italics ours)

Now it was 1967. Mr. Gaud had succeeded Mr. Bell. Congressman Zablocki was still the No. 2 man on the House Foreign Affairs Committee. He was questioning Mr. Gaud.

"Do you foresee any change in this (population) policy in the coming year?"

Mr. Gaud replied, in part:

"To date, we in AID have not financed contraceptives or the material to manufacture contraceptives. My guess is . . . it won't be too long before we will be asked to do this. We will be faced with the question of whether we should use our resources for that purpose."

Mr. Gaud paused. The hearing room was silent. The reporters at the press table expected nothing more. Nor did anyone else.

Then, Mr. Gaud said:

"My inclination would be to change our policy in that respect and use our resources for that purpose."

The reporters sat up. Because of Congressman Zablocki's previous concern over AID going further than research, everyone expected a colloquy to follow. Mr. Zablocki, however, asked only if there would be any coercion.

"None," answered Mr. Gaud.

It was Page One news the next day, hailed as "a major shift" and "precedent-making." Reaction was favorable and AID was set on a new course in helping to stem the population growth rates in developing countries.

Or, take the Green Revolution. There is every reason to believe that the world first heard the term from AID. But how did AID hear about it?

There had been bits and pieces of reports about new rice and wheat seeds, but nothing really solid enough to excite anyone. In fact, in May of 1967, the President's Science Advisory Committee had issued a thoroughly pessimistic report on world food production. Nothing about a breakthrough.

Breaking the News

Then, one day in the late summer of that same year, Wesley C. Haraldson, then Mission Director in the Philippines, back in Washington for consultation, informally noted to some staff members of the late Office of the War on Hunger that if everything went the way it looked—a record crop of rice—the Philippines might not have to import rice in the coming year. It would be only the second time in 67 years this would happen. It was all very casual. The group went on to discuss other matters.

Thus did the story of "miracle" rice come to Washington. It was the first of many reports that were to record the Green Revolution.

There was humor, too—in an aid bill, no less. Behind the foreign aid appropriation for fiscal 1964—passed after the fiscal year was more than half over—was an eloquent effort by that master of eloquence, the late Senator Everett Dirksen (R-Ill.). Senator Dirksen, previously no aid enthusiast, had taken a leading role in supporting the embattled legislation that year.

But there was a move in November by then Senator Wayne Morse (D-Ore.) and others to recommit the bill. It appeared that the bill would be snagged in a parliamentary tangle at Christmas time. Senator Dirksen feared too many amendments.

"Who shall say what will come back out of the room downstairs," the tympani-voiced Illinois Senator intoned. "I woke up the other morning at 2 o'clock. Counting sheep did not do, so I began counting foreign aid amendments. . . .

"What a mistake to send the bill back to the committee," he lamented, turning back to his colleagues. "We can make progress and get this bill out of here into conference, secure in the feeling that finally, when one is around the Christmas tree on the morning of December 25, in red flannel pajamas, with his grandchildren, he does not have the weary, aching thought. . . ." Then Senator Dirksen paused and solemnly groaned "he does not have the weary, aching thought, 'Tomorrow I've got to go back. We did not finish foreign aid.'"

Unfortunately, Congress did have to go back—to finish foreign aid.

Dedication

Perhaps the strongest impression received in a review of the past 10 years is that of dedication and spirit on the part of AID employes.

One of those who exemplify this is Edgar M. "Pop" Buell, the Indiana farmer who has spent the last decade with the Meo tribes people in Laos as adviser, doctor and as a sort of god. When Pop was honored with an award of $1,000 several years ago he used the money to bring his Laotian aide Thongsar Boupha with him to the United States.

Another was Ben Ferguson, who would wade into the rice fields of East Pakistan to show the farmers of that hungry part of the world how to grow more food, then march into the offices of government officials and argue for more funds and equipment. AID made a movie starring Ben.

There was Roger Burgess, who helped Turks learn about unions, then volunteered to go to Vietnam and help guide workers there. And Floyd Moon, who showed Kenya villagers how to pump water from a nearby river to irrigate their fields and showed farmers how bees could multiply their fruit harvest.

41 Lost Lives

Devotion to duty has cost the lives of many. A plaque was dedicated last spring to 41 Americans who were killed serving AID overseas.

At the ceremony, Dr. Hannah said:

"I have seen our men and women at their jobs everywhere on the globe, and I have marvelled at their endurance, their courage. . . . These were the men who in their daily work were clad in sweat shirts, not uniforms; who carried tools, not rifles; who drove tractors, not tanks; who dug wells, not trenches. . . ."

He could have been speaking for all AID men and women when he said:

"Their monuments are the fields of rice and wheat that now help feed the hungry populations of this world. Their monuments stand as health clinics and schoolhouses, as power stations, and new industries in the developing countries."

Laura Warfield, Secretary, Dies of Smoke Inhalation

Laura F. Warfield, secretary in the Office of the General Counsel, died October 11 of smoke inhalation due to a fire in her home in Cabin John Gardens, Md. She was 61 years old.

Fire officials say Mrs. Warfield was apparently asleep in a rear bedroom when the fire started and was unable to escape through the rear of the house because of furniture and other items stacked against the back door.

Mrs. Warfield

She was in excellent health and went on frequent hikes in the woods with the hiking clubs she belonged to, acording to friends.

Mrs. Warfield was a secretary for AID and its predecessor agencies since 1953. Her government experience totaled 36 years and included positions with Defense Transport Administration, Departments of Agriculture and the Army, Civil Service Commission and Works Project Administration.

Prior to her career in the government, she worked at the Tampa Public Library in Florida.

Mrs. Warfield is survived by a daughter, Mrs. William C. Leizear, and a son, Major Robert A. Warfield, U.S. Army. Correspondence to the family may be sent to her daughter at 4 Russell Road, Cabin John, Md. 20731.

Photo by M. Marlow

Administrator Hannah, right, was one of three guests who discussed current issues about U.S. foreign aid programs on WRC-TV's "Issues", October 24. From left to right are Moderator Lowell Ditzen; Congressman William S. Mailliard (R-Calif.), member of the House Foreign Affairs Committee; James P. Grant, President, Overseas Development Council, and Dr. Hannah.

"The Phoenix", a mixed media collage by Rosemary Herman, won Best of Show award. Mrs. Herman also won a prize for her watercolor painting in last year's Art Show.

Art Competition Brings Out Prize Talent in AID

Five of 17 prizes awarded at the recent State-USIA Recreation Association Art Show were won by AID personnel or members of their families.

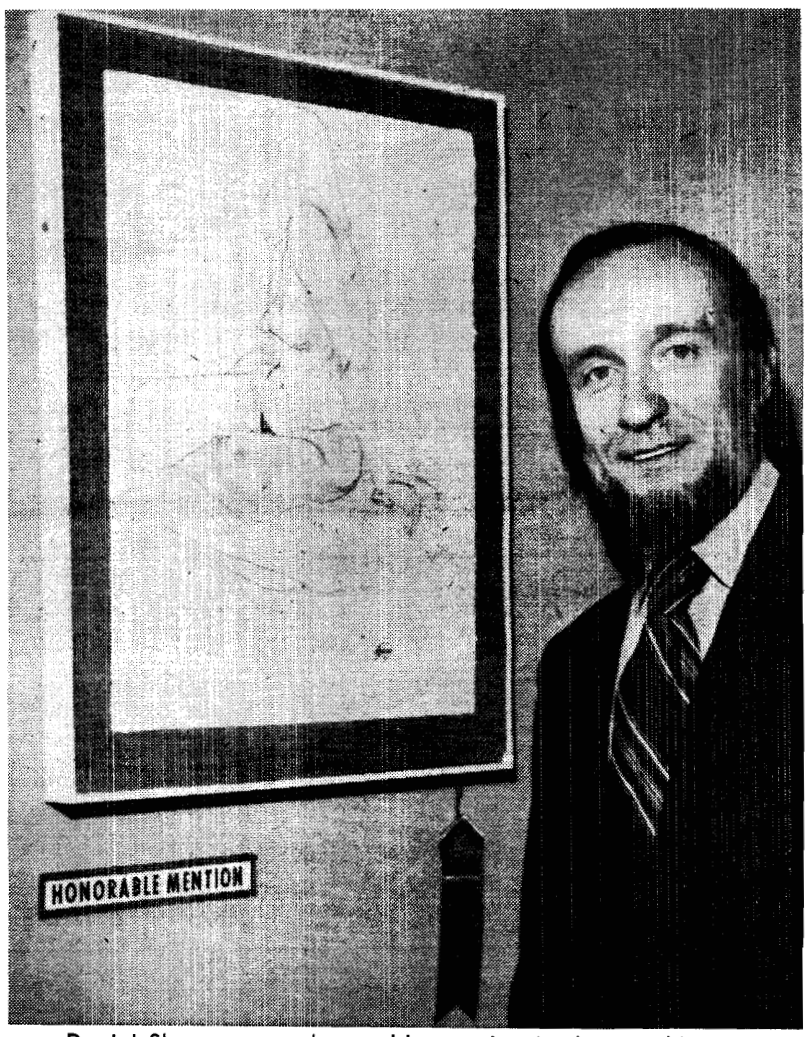
Among the winners were Daniel F. Shea, Assistant Chief of the Visual Presentations Branch, Office of Administrative Services; Rosemary Herman, wife of James L. Herman, Office of Equal Opportunity Programs; Sally Montanari, wife of Valerio Montanari, Office of Public Affairs; Susan Mobley, daughter of Owen Mobley, East Asia Bureau, and Miriam Krowitz, daughter of Edward Krowitz, Vietnam Bureau.

This year's Art Show was organized by AID's Visual Presentation Branch, AS. Belisario Contreras, Chief of the Branch, served as chairman.

Other members of his committee included Sandra Archambault, Daniel Shea, Madelina Hayes and Sheffield Kagy.

Judges were Dr. Francis O'Connor, Senior Research Associate, National Collection of Fine Arts, Smithsonian Institution; Prof. Ben Summerford, Chairman, Art Department, American University, and William Christenberry, head of Foundation Studies, Corcoran School of Art.

Sally Montanari won third place in the painting category for "Still Life", a watercolor painting in browns and yellows. She is a consistent prize winner.



Daniel Shea won an honorable mention in the graphics category for "Figure #20", a charcoal pencil drawing of a nude.

Photos by Clyde McNair

LEGISLATION, from page 1

Bill Asks $125 Million for Population Programs

by the House and the additional $150 million recommended by President Nixon.

The bill would authorize $125 million for population programs as a separate item in both fiscal 1972 and 1973. The House authorization bill provided for $100 million this year, and $125 million next year.

The Senate bill proposes a total of $3.2 billion in fiscal 1972 for both economic and security programs, including foreign military credit sales. It would authorize $1.2 billion for development and humanitarian assistance and the contingency fund for fiscal 1973.

The House authorization bill provided a total of $3.4 billion for fiscal 1972 and $3.5 billion for 1973, including military assistance and military sales. The bill being considered by the Senate contains authorizations for supporting assistance grants and foreign military credit sales for one year only.

Development and humanitarian items and the amounts proposed for both fiscal years are (in millions):

Development Loans	$ 320.0
Technical Assistance	208.3
Alliance for Progress	309.4
Development Loans	(199.8)
Technical Assistance	(109.6)
Population Programs	125.0
International Organizations [1]	139.0
Indus Basin Grants	15.0
Indus Basin Loans [2]	—
UNRWA Refugee Training	1.0
East Pakistani Relief	250.0
American Schools & Hospitals	30.0
Administrative Expenses, AID	51.8
TOTAL DEVELOPMENT AND HUMANITARIAN ASSISTANCE	$1,449.5

With the exception of the contingency fund which is proposed for both years, the following items are proposed for 1972 only:

Supporting Assistance	614.4
Israel	85.0
State Department Expenses	[3]
Military Assistance Grants	565.0
TOTAL SECURITY ASSISTANCE	1,264.4
Contingency Fund	30.0
Subtotal, Economic Assistance (except MAP grants)	(2,178.9)
TOTAL FOREIGN ASSISTANCE ACT [4]	2,743.9
Foreign Military Sales	459.0
TOTAL	$3,202.9

The $250 million authorization for relief to East Pakistani refugees would be for fiscal 1972 only.

[1] Of which $15 million is to be contributed to UNICEF.
[2] $51.22 million already authorized in the Foreign Assistance of 1967.
[3] Permanent authorization of such amounts as may be necessary.
[4] Excludes OPIC reserves ($25 million requested to be appropriated in FY 1972).

HANNAH, from 1

tralizing lending operations in Washington. "They have been spread around the world in our country missions."

Dr. Hannah informed the President of the new improvement and reform operation in which all AID employes have been asked to submit ideas.

"There is every prospect," Dr. Hannah said, "that these studies will produce equally encouraging results in advancing your foreign aid policies."

Foreign Police Officials Study U.S. Procedures

U.S. police organizations and other institutions will be visited by 23 English-speaking foreign police officials in an eight-day tour that began October 23. The officers are enrolled in a training program at AID's International Police Academy.

The officers, representing British Honduras, Indonesia, Jamaica, Jordan, Korea, Philippines, Thailand, Tunisia, Vietnam and Zambia will visit Pennsylvania, New York and Massachusetts communities and return to Washington, D.C., October 30.

The Academy has provided professional instruction and democratic concepts of law enforcement to foreign police officials from 72 countries during its more than seven years of operation.

BEST AVAILABLE

RETIREMENT AND YOU

Investing? It's a Question of Interest

This is the eighth in a series of articles on retirement. Inquiries from AID employes are encouraged, and will be held confidential. Questions and replies of general interest will be published, with the name of the employe withheld. Direct your inquiries to Milton J. Field, PM/WGS, Room 306C, Rosslyn Plaza, AID, Washington, D.C. 20523. Mr. Field may be reached by phone on Extension 75446.

By Milton J. Field

Should I invest in the voluntary contributions plan? Or is it better to place my money in other forms of investment? This is a decision that must be made by you the employe, possibly with advice from a financial counselor or a bank official.

The voluntary contribution is a plan in which the employe deposits a sum of money with the Civil Service Commission, which pays out from the account (the employe's own money) an agreed monthly annuity depending on the age of the employe at retirement. The rate is $7 per year for each $100 invested if the employe retires at age 55 or under. The rate increases $.20 per year when retirement is after 55.

Once fixed, the rate does not change. For example:

$100 at 55—$7.00 pa
" at 56— 7.20
" at 60— 8.00
" at 65— 9.00
" at 70—10.00

How It Works

Assume an employe retires at age 60 and has $10,000 cash which he decides to invest as a voluntary contribution. Since he is 60, the retirement fund will agree to pay him $8 for each hundred invested or a total of $800 per year for the rest of his life. His life expectancy may be gleaned from the below table.

Age (at retirement)	Life Expectancy	
	Men	Women
55	76	81
60	77	82
62	78	83
65	78	83
70	81	84

If an employe retires at age 60 and he lives out his life expectancy (age 77), he will have received $13,600 (17 times $800, slightly more than two percent of his investment). In this case, his principal would have disappeared when he was 72.5 ($10,000 divided by 800 = 12.5) and thus there will be nothing left for his estate when he dies, but so long as he lives he will continue to receive $800 per year.

If he died before he was 72.5, there would have been some principal left for distribution to his estate. It is easy to figure how much, as his principal is decreasing at the rate of $800 per year (no interest is paid on the account following retirement).

The voluntary contribution device guarantees a fixed income to the employe for the rest of his life. It compares favorably with an annuity bought through commercial sources.

Alternative Investments

Now let us explore some other alternative types of investments in order to get a better fix on the character of voluntary contributions.

There are some savings certificates offered by banks at around eight percent. If an employe found such an investment for his $10,000, he would get his $800 per year as interest (subject to tax), but his principal would remain intact. Of course, the interest rate might go up or down.

In contrast to the voluntary contributions account, some savings banks are paying five and six percent interest, and E and H Bonds should also be explored. H Bonds pay interest at regular intervals while the interest and taxes on E Bonds are deferred until they are cashed.

Investing funds in voluntary contributions prior to retirement rather than *at* retirement, would not appear to be prudent since the pre-invested funds only earn three percent while bonds or savings accounts offer more. Thus, if an employe has checked out the alternatives and has decided to invest in voluntary contributions, it would seem desirable to postpone investment until the actual time of retirement.

Summary

Voluntary contributions purchases may not exceed 10 percent of total basic pay received since August 7, 1920, and must be purchased in multiples of $25.

Any deposits or redeposits covering prior service must be paid before a voluntary contribution account is opened.

Interest at three percent is earned on pre-invested voluntary contribution deposits until the date of death or commencement of an annuity, whichever is earlier.

The retiring employe may use his voluntary contribution account to purchase an annuity just for himself or share it with a survivor, in which case his annuity will be reduced and the survivor will receive 50 percent of the reduced annuity. (See table on page 40 of the Civil Service Retirement Pamphlet, March 1971, for the amount of reduction.)

If the employe with a voluntary contribution account dies in service, the proceeds plus earned interest is payable in a lump sum and no part of it may be used in computing an annuity which may be due to a widow(er), etc.

If there are any funds left in his voluntary contribution account when an annuitant dies, the funds are returnable in a lump sum unless there is a voluntary contribution survivor annuitant, in which case any funds left after he or she dies are passed on as a lump sum.

Voluntary contribution funds with accrued interest may be withdrawn any time before retirement, but the employe may not make a new voluntary contribution unless he is separated for more than three days and is reemployed and again becomes a member of the retirement system.

Employes making voluntary contributions are guaranteed *full return* of their investment plus pre-retirement interest if any—either as a refund, additional retirement and survivor annuity or as a lump sum death benefit.

If one plans to make a voluntary contribution, it is preferable to make a lump sum contribution shortly before or at retirement. Funds available for voluntary contribution before retirement might be more profitably invested in U.S. Savings Bonds, etc., which pay more than the three percent earned by a pre-retirement voluntary contribution. Of course, some investments offering more than three percent involve greater risks than voluntary contributions.

The attractiveness of voluntary contributions depends on the number of years over which the agreed annuity will be paid to the employe and his survivor, if any.

In the illustrative example used in this paper, the 60-year old retiree would have to live 12.5 years after retirement to get back his capital in annuities. But, at that point in time, the voluntary contribution account would be exhausted, his $10,000 depleted and there would be no residue for his estate when he dies.

If the annuitant goes on living for 10 to 15 years after voluntary contribution is depleted, he will beat the system by $8,000 to $15,000.

Annuities earned from voluntary contributions are taxable.

Once a voluntary contribution annuity commences, the retiree cannot change his mind and get his investment back nor can he borrow on it.

Next: Disability Versus Optional Retirement

AID Spokesmen Brief UN, Foreign Developers

A special one-day AID orientation program was held October 15 for 16 senior foreign government officials and five deputy resident representatives of the UN Development Program.

The briefing, sponsored by AID's Washington Training Center, is part of the 1971 Seminar on Technical and Financial Cooperation conducted each year by the UN Institute for Training and Research. The seminar started August 27 in Geneva and will end October 30 in New York.

Campbell Welcomes Group

The participants were welcomed by Assistant Administrator for Administration James F. Campbell.

Allan R. Furman, Deputy Director of the Office of Legislative Affairs and Director of the Legislative Programs Coordination Staff, spoke on the role of AID assistance in U.S. foreign policy.

"AID and the Congress" was the topic for Deputy Director for Congressional Liaison Thomas Gilliland. John H. Kaufmann, Associate Assistant Administrator, Office of Development Finance in Program and Policy Coordination, discussed development finance and loans, and Lloyd Jonnes, Deputy Assistant Administrator, Policy and Program Coordination, covered "The Scope and Operating Principles of the AID Program" in his topic.

Peace Corps Speaker

Also addressing the group was Francis U. Macy, Director of ACTION'S Office of Multilateral and Special Programs, who spoke about the objectives and programs of the Peace Corps.

Participants represented Argentina, Brazil, Ecuador, Mexico, Jamaica, Iran, Jordan, Saudi Arabia, Afghanistan, Nepal, Pakistan, Madagascar, Malawi, Mali, Swaziland, Republic of Central Africa and the Khmer Republic (Cambodia).

MR. FURMAN

MR. GILLILLAND

Photos by Clyde McNair

BEST AVAILABLE

10 YEARS

New Agency—and New Challenges

Here is a chronological summary of the important happenings in the past 10 years of AID. The headings for each year after the first refer to the calendar year.

The First Year

(September 1961 to December 1962)

After a summer-long debate in 1961, Congress passed the Act for International Development on September 4, aimed at improving and reforming the U.S. foreign assistance effort. That month, the Senate confirmed Fowler Hamilton, a prominent New York attorney, as Administrator of the foreign assistance program. . . . The President's Executive Order on November 3 abolished the International Cooperation Administration and Development Loan Fund and bequeathed their functions to a new semi-autonomous organism within the State Department called the Agency for International Development (AID). The new agency began business the next day.

The first year was one of adjusting to the new concepts provided by the legislation, the merging of previously separate functions and staffing. Primary responsibility for operations was shifted from functional to geographic offices. Four regional bureaus representing Latin America, Europe and Africa, Near East and South Asia and the Far East were established, each headed by an assistant administrator responsible directly to the Administrator.

Other units were established as supporting offices. An Office of Development Finance and Private Enterprise was created. Also established were: Office of Engineering; Office of Material Resources; Program Review and Coordination Staff; Information Staff, and General Counsel's Office. . . . As a result of the transition from the International Cooperation Administration to AID, 274 ICA employes were terminated. . . . A special campaign, nicknamed "Operation Tycoon", recruited 27 executives from private fields for overseas positions. . . . Special emphasis was given to the Alliance for Progress with the establishment of a separate public affairs office and expansion of the Latin American Bureau. . . . Dr. Leona Baumgartner of New York City became one of the Government's highest-ranking women with her appointment as Assistant Administrator of the new Office of Human Resources.

The Congress slashed the White House's $4.9 billion fiscal 1963 foreign aid request by $1 billion; at the same time it cut funds for the Peace Corps and Food for Peace below levels requested by the Administration. . . . The first annual review of the Alliance for Progress was conducted in Mexico City in late October under the auspices of the Inter-American Economic and Social Council. . . . Administrator Hamilton visited London to coordinate United States-British overseas assistance policies.

At a meeting of the AID executive staff at Camp David, Md., in November, Administrator Hamilton announced his resignation and feelingly described the Agency's growing pains during its first year. Reviewing the pressures and tensions undergone by the staff, the departing Administrator said:

"I feel that the job descriptions of the Agency's top 66 people should call for a combination of the talents of Prince Talleyrand, Sir William Baden-Powell, Edith Cavell, Adam Smith, Florence Nightingale and the founder of the Anti-Saloon League."

President Kennedy named Budget Director David E. Bell in December to succeed Hamilton as AID Administrator. . . . At the same time, the President appointed a bipartisan committee, headed by General Lucius D. Clay, to study U.S. military and economic assistance programs and determine whether they were contributing to the security of the nation. . . . Formal title of the body—the Committee to Strengthen the Security of the Free World. Among its members were former Secretary of Defense Robert A. Lovett, AFL-CIO President George Meany and former Secretary of Treasury Robert B. Anderson.

. . . Before the President picked Mr. Bell, press speculation was rife about the post. The London *Economist* observed that "the mortality rate for Administrators in AID—nine in 11 years—is higher than that of Henry VIII's wives".

Tragedy

1963

AID flew $17,000 worth of Salk vaccine to Damascus to help stem an outbreak of polio in remote rural districts of Syria. . . . Later in the year, the Agency reacted swiftly to succor victims of floods in southern Tunisia, flying in 14,000 blankets and making available tons of wheat and rice under the Food for Peace program.

Administrator Bell awarded the AID Distinguished Public Service Award for outstanding professional service with the Agency to Dr. Hildrus A. Poindexter, Chief Public Health Advisor to the Mission at Freetown, Sierra Leone. . . . The United States extended to India the biggest single loan ever made to a developing nation—$240 million to finance imports of American commodities essential to India's development.

An anonymous Washington wit was quoted to the effect that "the trouble with AID is that it has been infested by card-carrying economists". . . . In its report to the President, the Clay committee found that foreign aid programs are essential to U. S. national security but that they must be properly conceived and administered to achieve the best results. Despite progress in the past few years, the committee said, there is need for substantial tightening up of the program.

Edgar "Pop" Buell (in glasses) joins his Meo friends in drinking the local rice wine through long bamboo straws. Pop is a living legend in AID, and a living deity to the Laos tribesmen.

The Gallup Poll reported that six out of 10 Americans favor foreign aid while Louis Harris claimed his polls show 56 percent of the people currently in favor.

An article in the *Sunday Nation* of Nairobi, Kenya, carried the headline: "Well done, Uncle Sam". Reporting on his analysis of the AID program in his country, the Kenyan journalist wrote that he could not find a single case in which AID had squandered its funds on "useless prestige activity. They are all sensible, practical projects," he reported. "The whole attitude of AID is impressively down to earth."

Another bouquet came from Peace Corps Volunteer Charlotte Lipson, who, after completing a year of service in Peru, wrote as follows to President Kennedy:

"I should like to remark that I have had the opportunity of knowing many AID officials in Peru and that without exception have been impressed by their hard work, their sincerity, their ability to get things done. The image of the 'ugly American' never so much as now seems a blatantly false one."

Like the entire country, the Agency was stunned with shock and grief by the assassination of President Kennedy. A flood of mail from all over the world poured into AID's Office of International Training, bearing condolences from participants whose studies in this country were financed by foreign aid funds.

From Yugoslavia: "For a year I lived and breathed like an American. Now I feel that your tragedy is mine, ours."

From Morocco: "He was an inspiring example to the youth of this country."

From the Sudan: "Please accept my personal and genuine condolences for the outstanding statesman who had done so much for world-wide peace."

In his address to Congress, the new President pledged to carry on the Kennedy domestic and international programs. Lyndon B. Johnson dedicated himself to "the reinforcement of our programs of mutual assistance and cooperation in Asia and Africa, and to our Alliance for Progress in this hemisphere."

'Somebody Cares'

1964

President Johnson signed the radically slimmed-down foreign assistance appropriations bill for fiscal 1964 on January 7, after nine months of Congressional debate. The original Administration request of $4.5 billion was cut to an even $3 billion.

AID mounted an airlift of 100,000 doses of smallpox vaccine to Nepal, where an outbreak of the disease was reaching epidemic proportions. . . . Assistant Administrator Leona Baumgartner received the "Distinguished Service to Humanity" Award from the Women's Auxiliary of the Albert Einstein Medical Center, Philadelphia.

One of AID's best-known field workers, Edgar "Pop" Buell, won the Agency's Distinguished Service Award for his humanitarian work in Laos. In a letter of acknowledgement to Administrator Bell, "Pop" wrote he got the news "with great joy but with possibly a note of sadness added in".

"The thoughts that came to my mind," Mr. Buell's letter went on, "were words that were quoted to me by the hill tribes refugees three years ago, at which time they were being driven from their homes by the Communists. As I would walk from mountain to mountain, finding them hungry and dying from exposure and wounds, I had nothing to offer but myself, but in their simple language this is what they said, 'it seems that somebody cares'."

President Johnson submitted to Congress a "bare bones" budget request of $3,392,100,000 for foreign aid operations in FY 1965 (lowest aid request in history). . . . An outbreak of fighting between Greek and Turkish communities on the Mediterranean isle of Cyprus forced the evacuation of 57 dependents of the AID mission. . . . AID's No. 2 man, Frank Coffin, was appointed U. S. representative to the Development Assistance Committee in Paris. William S. Gaud, Assistant Administrator for Near East and South Asia, succeeded him.

Attorney General Robert F. Kennedy was principal speaker before the first class to be graduated from AID's International Police Academy. The class comprised 31 senior police officers from 16 countries. . . . An Alliance for Progress loan of $2 million went to Chile to build 23 schools for 14,000 children in low-income urban communities. . . . President Johnson promised an Organization of American States meeting in Washington continued U. S. support for the Alliance as "the only alternative for those who prize freedom".

Donald Schlick, an AID mining engineer from Wheeling, W. Va., helped save the lives of three coal miners trapped by a mine cave-in in the Quetta region of West Pakistan. Mr. Schlick was inspecting a new tunnel in the mine when the cave-in occurred. He was one of the first on the scene and helped dig out three survivors.

A husband-and-wife team of roving correspondents, Ferdinand and Delia Kuhn, writing in the *Washington Star*, had high praise for the AID Mission in Laos—"It has verve and style and seems to know where it is going." Commenting on the occupational hazards, the Kuhns wrote:

"To say that the field workers lead precarious lives is to understate. Guerrillas, bandits and thieves rove the countryside. On the roads you may be ambushed; in the air you may be hit by bullets or flak."

President Johnson asked Congress for an additional $125 million in economic and military aid for Vietnam, swelling the Administration's total foreign aid request to $3.5 billion. . . . An AID exhibit on the developing nations was on view at the U. S. Pavilion at the New York World's Fair. . . . Ceremonies in the White House Rose Garden inaugurated the International Executive Service Corps, nicknamed "the Paunch Corps", an organization of senior businessmen who volunteer for service in the developing countries. AID granted $100,000 to help IESC get under way.

Joseph W. Grainger was captured by the Viet Cong in Vietnam, the first U. S. civilian official to be taken; Jacob I. Jackson, Chief Public Safety Advisor in Bolivia, was paralyzed from the waist down after being shot in the spine in an ambush. . . . Ed Arno, NBC radio correspondent in Latin America, lauded the three-man AID Public

AID Agriculture Technician John Webb, right, listens to a Turkish farmer tell of his expectations. Technical assistance has changed under AID.

10 YEARS

A War on Hunger—and One in Asia

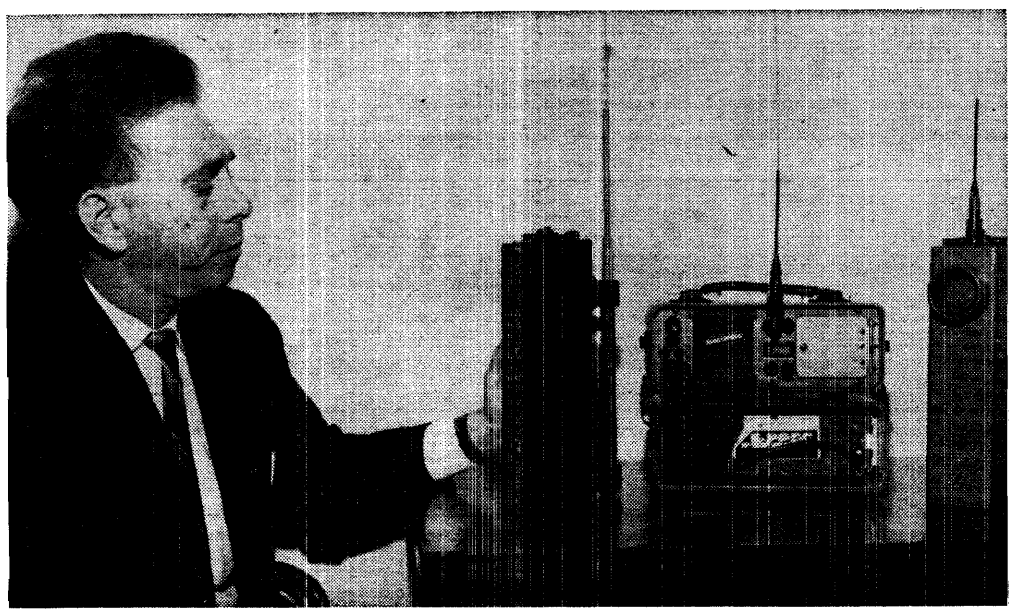
Safety Mission in Bolivia, describing how the Mission taught Bolivian police crowd control methods that were used to break up student demonstrations in La Paz without a single casualty.

The President signed the appropriations bill providing $3.25 billion for aid for fiscal 1965. . . . Observing AID's third anniversary on November 4, Administrator Bell said the first three years had been "fast-moving, eventful, difficult, frustrating—and highly productive".

Courage and Death

1965

AID Public Administration Advisor Gustav C. Hertz was captured in Vietnam by the Viet Cong while riding his motorbike through a village 12 miles north of Saigon. . . . He was the second AID man to fall into enemy hands; Joseph C. Grainger, taken in August 1964, was still unaccounted for and presumed a prisoner.



Paul Katz received a $5,000 cash award, largest in AID's history, for a transceiver he developed for Vietnam. It saved the U.S Government more than $4.5 million.

As a result of Mr. Hertz's capture, President Johnson ordered the evacuation from Vietnam of all dependents of U.S. Government personnel. Of the 1,811 dependents flown out, 746 were of AID direct-hire or contract employes.

Administrator Bell drew spontaneous and prolonged applause from a Los Angeles audience when he lauded the courage of AID workers in Vietnam. Referring to the evacuation of wives and children, he said that despite the separation and the capture of two of their number, "AID employes are staying on the job in every one of Vietnam's 44 war-torn provinces. "Our people in Vietnam are not soldiers," said Mr. Bell. "They often live in isolated areas under conditions of great vulnerability. They are all there on their own volition—and they are all staying on their own volition. I believe the nation can be proud of them."

In April came the shocking news that Joe Grainger, first AID man to be captured, had been shot to death by the Viet Cong on January 8. He had escaped and wandered in the jungle for seven days, and was killed while resisting recapture. . . . A week later John B. Cone Jr., an AID contract employe, was killed by the Viet Cong 10 miles from Saigon.

AID arranged for 10,000 tons of Food for Peace wheat to be trucked over the Khyber Pass into Kabul to relieve Afghanistan's critical food shortage. . . . C. Tyler Wood, Special Assistant to the Administrator and former Chief of the India Mission, received the 1965 Civil Service Award of the National Civil Service League. . . . The Agency's humanitarian activities were spotlighted by a statistical report showing that U. S. government and voluntary agencies provided more than $20 million in assistance to victims of earthquakes, floods, etc., during 1964. AID coordinated the disaster relief operations in 39 nations.

The Gallup Poll revealed that 57 percent killed when their plane was downed by Viet Cong fire while landing at an airfield in Han Nghai Province.

The fourth anniversary of the Alliance of the American people continued to endorse the principle of foreign aid. . . . Taiwan became a "graduate" of the aid program. AID phased out its operations on the island after 16 years of assistance to the Nationalist Chinese totaling $1,425,000,000.

In June, another AID casualty in Vietnam. Francis J. Savage, provincial representative in Quang Nam, was seriously injured in the terrorist bombing of a restaurant while passing through Saigon en route to the U. S. on home leave. . . . Mrs. Joseph W. Grainger was presented with a special award posthumously honoring her husband as a "hero of peace who made an individual sacrifice of the highest degree in performance of official duties." . . . Jack J. Wells, an AID public safety advisor in Vietnam, was one of three Americans for Progress was celebrated throughout the hemisphere. . . . Dr. Gustav Ranis was sworn in to succeed Dr. Hollis B. Chenery as head of the Office of Program Coordination. . . . Congress appropriated $3.218 billion for foreign aid in fiscal 1966, a cut of $242 million.

Two AID community development advisors were killed in a helicopter crash in Laos: Michael Deuel, 28, and Michael Maloney, 25. . . . Peter M. Hunting, 24, an International Voluntary Services employe in Vietnam under contract with AID, was killed by a mine in Phong Dinh Province. . . . Against this somber background at year's end, Administrator Bell had this to say at Christmas:

"This Christmas I think particularly of the many dedicated Americans serving in Vietnam who will be separated from their families during the holidays. We are all especially proud of our AID colleagues in the common struggle for a better life for the people of Vietnam."

On Christmas morning Anthony J. Cistaro, provincial representative in Chau Doc, was severely wounded when a mine exploded under the jeep in which he and two U. S. soldiers were riding. He suffered major fractures of both legs and internal injuries. His two companions were killed.

'War on Hunger'

1966

In his State of the Union message, President Johnson spoke of giving a "new and daring direction to our foreign aid program." He proposed to Congress that $1 billion in aid funds be earmarked for new efforts in international health and education; the development of modern agriculture overseas; a worldwide war on hunger, disease and ignorance; the eradication of smallpox and malaria, and increased research in population control.

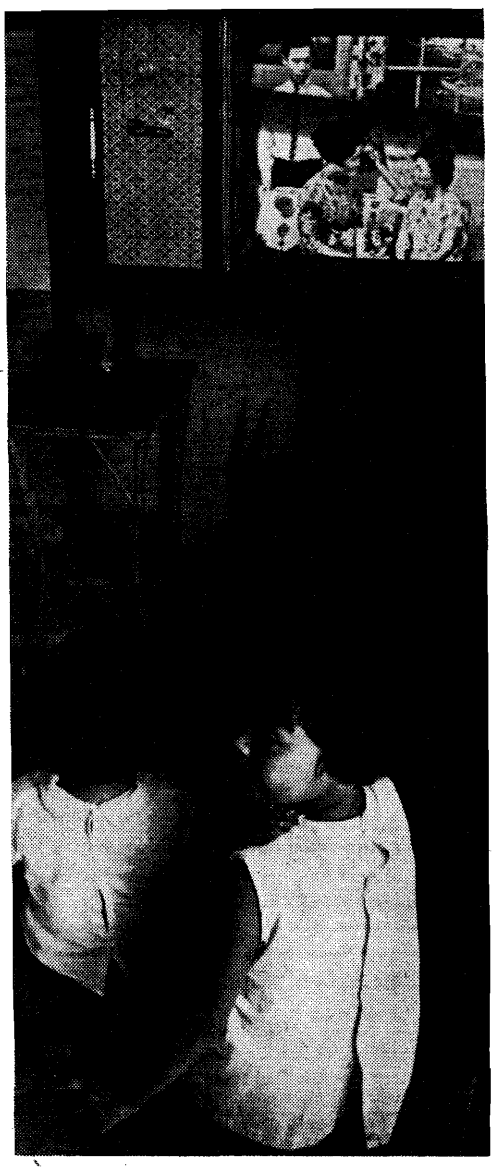
Administrator Bell made a five-day inspection tour of AID projects in Vietnam. He said that he was "strongly impressed with the quality and dedication of the AID staff, especially in the provinces." . . . Mr. Bell made a personal call on Tony Cistaro, wounded provincial representative, in the Third Field Hospital in Saigon. Mr. Cistaro later was flown to Walter Reed Hospital for many months of treatment before recovering the ability to walk.

Roger H. Robinson, public safety advisor in Vietnam, won a Meritorious Honor Award for "great coolness and courage" in helping families to flee a hamlet under Viet Cong attack. . . . President Johnson asked for $2.47 billion for economic aid in fiscal 1967. He also requested $415 million in supplemental funds for the remainder of fiscal 1966.

Douglas Ramsey, 26, assistant provincial representative in Hau Nghia Province, Vietnam, was captured by the Viet Cong on January 17 while delivering food to a village. . . . President Johnson submitted a special message to Congress calling for a "Food for Freedom" program under which the United States would lead the world in a "war on hunger". President Johnson proposed the "surplus" requirement for food aid be eliminated from the P.L. 480 concept.

After drives in Chicago and Los Angeles, an AID campaign to recruit volunteers for Vietnam service moved to Boston. The Agency was seeking nurses, agricultural experts, public safety specialists, public health technicians, secretaries, etc., to serve in Saigon and the provinces. . . . Paul Katz, an AID electrical engineer whose inventiveness was estimated to have saved the U. S. Government more than $4.5 million, received a cash award of $5,000—largest ever granted by AID or its predecessor agencies. Mr. Katz developed a special radio transceiver for use by Vietnamese police. It works like a "walkie-talkie" but gives better service and costs a fourth as much.

William O. Hall, AID's Assistant Administrator for Administration, was selected as a 1966 winner of the National Civil Service League's Career Service Award. . . . Gallup said 53 percent of Americans favor foreign aid, mostly of the educational, health and agricultural variety. . . . On behalf of the Vietnam Government, Vice President Humphrey presented the Vietnamese First Class Distinguished Service Medal to the parents of Peter Hunting, the IVS regional leader killed in the war zone.



Two children in Taiwan enjoy their first experience with television, one of the symbols of prosperity for many farmers in Taiwan. The nation went off AID rolls in 1965.

After three and a half years as AID's Administrator, David E. Bell resigned to become Ford Foundation vice president. Mr. Bell told reporters that he was "bushed and broke" but pleased with the economic progress of the developing countries. . . . He was succeeded as Administrator by Deputy William S. Gaud. . . . Norman L. Clowers, Tacoma, Wash., a public safety advisor in Vietnam, was shot to death by the Viet Cong in Khan Hoa Province.

In his first news conference, Administrator Gaud told reporters he hoped more consortia and consultative groups of donor countries would be established to undertake joint economic development programs in needy nations.

AID resumed economic assistance to the new regime in Indonesia, after a hiatus of several years following former President Sukarno's advice to the United States to "go to hell with your aid." . . . Ghulam Hussain, an Afghan whose studies in economics at the University were funded by AID, wrote a letter of appreciation to the Agency's Office of International Training before returning home:

"Please accept my deep and sincere thanks for giving me the opportunity to further my studies in this wonderful country."

The U. S. Senate and House voted to appropriate a total of $2,936,500,000 for fiscal 1967, the lowest appropriation since 1958.

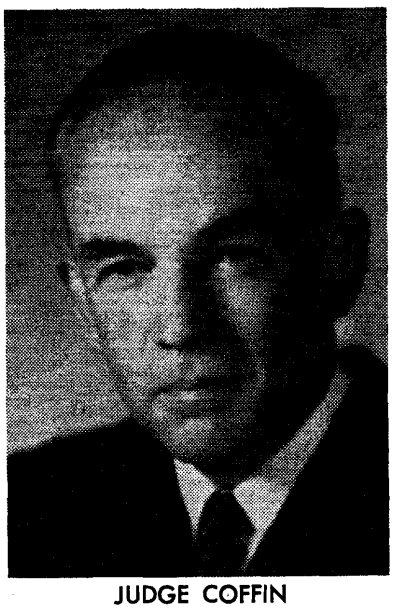
William D. Smith III, 28, assistant provincial representative in Binh Tuy Province, died of burns he suffered while trying to rescue a 17-year-old Vietnamese girl from a burning kitchen. He was flown to Brooke Army Medical Center, San Antonio, Tex., but died five days later. The girl also died.

For the third successive year, the employes of AID's Far East Bureau provided two Christmas trees and gifts for the 50 young shut-ins at Children's Convalescent Hospital in Washington. . . . Church World Service conferred its Distinguished Christian Service Award on AID's disaster relief coordinator, Stephen R. Tripp. . . . *Mademoiselle* magazine presented its annual Merit Award

Dan Leaty, one of AID's provincial representatives in Vietnam, tries out a mountaineer's pipe. "Prov Reps" have truly been in the "front lines" of development.

'The most dedicated people I ever worked with'

Judge Coffin Recalls Sunrise Over C Street In Blueprinting AID



JUDGE COFFIN

By Joseph L. Ranft

Lights burned late in State Department offices during the summer of 1961 as members of a Presidential Task Force worked over blueprints for a new foreign assistance agency. Henry Labouisse, then head of the International Cooperation Administration (ICA) and now director of the United Nations Children's Fund (UNICEF), headed the group that planned the organization that was to become the Agency for International Development in November of that year.

Frank M. Coffin, then Managing Director of the Development Loan Fund (DLF), later Deputy Administrator of AID and U.S. representative to DAC and now a judge of the U. S. Circuit Court of Appeals in Portland, Maine, was a leading member of the task force. *Front Lines* recently interviewed him by telephone about AID's pre- and post-natal days.

"Did the members of the task force have any inkling that they were midwifing an agency that would still be a going concern 10 years later?", he was asked.

"My colleagues and I actually had no time span in mind when we were working on the plans for AID in 1961," he answered. "If we had thought about it at all, we would probably have hoped that what we were working on would have relevance and continuity for much more than a decade.

"Still a Struggle"

"We hoped that the aid machinery we were putting together would become a permanent and respectable part of the government for the foreseeable future. And perhaps that is what is happening now, that the good in what we accomplished is being preserved. But it is still a struggle to establish the conditions under which professionals can pursue international development as a career. And, we have not yet learned to address development problems much more effectively in the developing countries than we have in our own country.

"We didn't come close to achieving our aim in any complete sense. We made a start and, hopefully, it has enabled us to manage the assistance business a bit more effectively. But there's still a long way to go.

"Nevertheless, I hope that what we did was valuable. It is some satisfaction that AID has outlasted all its predecessors."

Judge Coffin is the author of a book on the U.S. foreign aid program, "Witness for AID" (Houghton Mifflin, 1964). Told that there were some people in Washington with long memories who regard him as the real "architect" of AID, Judge Coffin entered a vigorous demurrer.

"I played my role," he said, "but it is realistic as well as fair to point out that much of the conceptualization underlying the agency originated in a State Department group headed by George Ball, then Undersecretary for Economic Affairs. Other members were Walt W. Rostow and the late Max Millikan of the Massachusetts Institute of Technology."

Even before President Kennedy was inaugurated, Judge Coffin said, the Ball group was incubating such concepts as country programming, self-help, a unified agency integrating the basic elements of aid-giving, etc., all of which subsequently bore fruit in AID. Thus, he said, a good deal of the preliminary thinking had already been done when the Labouisse task force began to work on the reorganization plan.

Three Main Groups

"There were three main groups in the task force," Judge Coffin reminisced. "One, under Mr. Labouisse himself, dealt with organizational charts, procedures, lines of authority, etc., of the new agency. Incidentally, it was a massive and complex job to weld ICA and DLF together while simultaneously continuing their day-to-day work.

"A second group dealt with the legal and legislative aspects. It was headed by Ted Tannenwald, now a judge of the U.S. Tax Court.

"My own group was charged with developing the program concepts, preparing the program for fiscal 1962, and writing the Congressional presentation document. I had a cadre of four able collaborators from ICA, DLF and State—Les Gordon, Jim Grant, Jack Kaplan and Isaiah Frank. We were backstopped by a high-powered team of scholars and experts from the academic and foundation worlds under Max Millikan's guidance. Millikan exercised a strong conceptual influence on the entire reorganization."

The Coffin group worked in shirtsleeves throughout the summer in an austere, monkish cubicle on the C Street side of New State—"no rugs, drapes, pictures or other status paraphernalia," the Judge remembers. They held their country reviews and internal debates from early in the morning to late at night; several times they worked around the clock and watched the dawn come up over C Street. A vital cog in their machinery was Ike Harrington, Mr. Coffin's DLF chauffeur, who fueled the group's marathon discussions with roast beef sandwiches and coffee. (Mr. Harrington is now chauffeuring for OPIC.) Finally, all deadlines had been met and the "book", in loose leaf with a red cardboard cover, was ready for presentation to Congress. The rest is history.

Front Lines asked Judge Coffin:

"What do you think AID has done right in its 10 years of existence? What has it done wrong?"

"We have already talked about some of the things it has done right," he replied. "These are good concepts—looking at the recipient country as a whole, self-help, using aid for development rather than short-term political purposes—and implementing them would tend logically to result in right action.

"Wrong? Well, so many of the things that AID has done wrong are things over which it had no control. A whole host of influences from outside the Agency—White House, State Department, Defense Department, the Congress—affect the levels of appropriations rather than just the needs of development. A consequence is that the criteria of good development are often violated."

"Too Bureaucratic"

"On the controllable side, too, some things have gone wrong. AID is still too bureaucratic, there is too much paper work and implementation is slow. Also, the Agency has skimped on its social science input; it should recruit and consult more social anthropologists, sociologists and others interested in the cultural aspects of country programming. We need broad-gauge social thinkers in AID to balance off the economists, who are inclined to forget the human side of development while playing with their figures—GNP and that sort of thing.

"Also, the Agency hasn't done nearly enough to recruit gifted young people and interest them in foreign aid as a career. The Peace Corps should have served as a good reservoir for this kind of personnel, but the opportunity was missed. However, I suppose it couldn't be helped, what with the recurrent RIFs, freezes, personnel ceilings, etc., which have afflicted AID from its infancy."

Judge Coffin said he believed that in an operation as fraught with imponderables as the aid program, the quality of the people staffing the Agency was more important in the final analysis than organizational forms. In November 1964, on the occasion of AID's third anniversary, Judge Coffin wrote an article for *Front Lines* in which he paid tribute to the Agency's personnel in these words:

". . . I take great pride in the quality and quantity of work being done by our administrative people, our functional and our regional people, both in Washington and in the field. There is no other aid organization in the world to match us across the board in our experience, our own capacity for self-criticism and innovation, or in the breadth of our concepts and variety of our operations."

Looking back on those words from the perspective of AID's tenth anniversary, he said he saw "no reason to take back any of those comments I made seven years ago.

"Many of the people I knew are still there," he said, "and they are among the most dedicated people I ever worked with. Which is all the more remarkable when you consider how they have been subjected for so many years to the slings and arrows of a truly outrageous fortune!"

10 YEARS

Danger and Death Stalk AID in Southeast Asia

to AID's 86 nurses in Vietnam. The citation read: "For its courage, morale, and high purpose, it is a privilege to honor this group."

Shirtsleeve Heroes

1967

On January 6, Don M. Sjostrom, 26, AID official in Laos, was killed in a Viet Cong attack on the town of Nakhang. Mr. Sjostrom, who had been working in refugee relief, was praised by the Lao Social Welfare Minister as "a dedicated humanitarian and a sincere friend of Laos".

The President followed up his request with an announcement of important structural changes within AID to implement the new emphasis on agricultural development. . . . A new Office of War on Hunger was created to spearhead the global drive to bring agricultural production into balance with burgeoning populations in the developing countries. . . . The Office of Material Resources was abolished. Also, a new Office of Private Resources, headed by Herbert Salzman, was set up to spur the role of private enterprise in development. . . . Vice President Humphrey hailed 36 Vietnam-bound AID trainees for provincial representative posts as "shirtsleeve warriors of the Other War in Vietnam".

AID Education Advisor Robert R. La-Follette and seven prominent U. S. educators were killed when their plane crashed into a mountain near Danang during a monsoon storm. Including two college presidents, the team was in Vietnam for AID to survey the country's higher education system and draw up a plan for its future development. . . . Frederick Cheydleur, 20, an IVS worker in Laos under AID contract, was killed in a guerrilla attack on a remote village. . . . Francis Savage, who returned to duty in Vietnam in November 1966 after 14 months in a hospital for injuries suffered in a Saigon bombing, died on March 17 following surgery.

Anthony J. Cistaro, AID provincial advisor in Chau Doc Province, Vietnam, was seriously wounded in December 1965, when a mine exploded under his jeep. His wife, Celeste, visited him at the hospital where he awaited orthopedic surgery.

All personnel of the AID Mission to Yemen and their dependents were hastily evacuated after the arrest of two AID contract employes, Steven Liapis and Harold Hartman, on trumped-up "sabotage" charges. The two men were allowed to leave the country three weeks later. . . . Among five Americans killed in a plane crash in Laos were William J. Cross, 55, an official of the AID Mission in Vietiane, and Martin J. Clish, 27, IVC worker under contract with AID.

A separate Bureau for Vietnam was set up with James P. Grant as Assistant Administrator. . . . The Agency presented its highest citation, the Distinguished Honor Award, to Joel Bernstein, head of the Korea Mission. . . . In a watershed reversal of policy, AID formally notified its missions around the world they could accept requests from interested governments for the financing of contraceptives and the ingredients and equipment for their manufacture. . . .

10 YEARS

AID Helps Color a Revolution Green

The harvesting of the new Mexican variety of wheat in Turkey inspires dancing in the wheat fields. The Minister of Agriculture, far left, joins the farmers in a traditional Turkish dance of rejoicing. Turkey is one of the countries that has boosted food production in the Green Revolution. AID helped finance the necessary fertilizers and other inputs required.

In June, the outbreak of the "six-day war" in the Mideast caused the evacuation of all AID personnel and dependents from seven Arab nations which broke relations with Washington. . . . AID personnel and dependents were also flown out of the Eastern and Midwestern regions of Nigeria as a result of the civil war in that country.

Robert K. Franzblau, 26, assistant provincial representative in Bien Hoa Province, Vietnam, was killed by the Viet Cong in an attack on the hamlet of Ben San. . . . Dr. Albert H. Moseman resigned as Assistant Administrator for Technical Cooperation and Research to join the staff of the Agricultural Development Council. . . . In special White House ceremonies, President Johnson honored three AID Vietnam employes, one of them, Francis Savage, posthumously. The others were Stephen C. Shepley, 29, for superior performance in the Mekong Delta region, and Hatcher M. James Jr., 45, for superior services in counter-insurgency operations.

Dwight Hall Owen Jr., 21, AID rural development advisor in Vietnam, was killed in an ambush while driving to a hamlet near Quang Nagi to warn the people of an impending Viet Cong attack. . . . Donald B. Freeman, U. S. Army captain working as an AID development official in Vietnam, was killed in an ambush near Tay Ninh.

Prince Norodom Sihanouk of Cambodia announced he had been informed by the Viet Cong that AID official Gustav C. Hertz, who was captured in February 1965, had died of malaria. . . . Steven D. Orr, provincial representative in Vietnam, was seriously injured in a terrorist bombing attack on a restaurant at Nha Trang. . . . Iran became economically self-sustaining and thus "graduated" from the U. S. aid program after 17 years.

Congress passed the lowest foreign aid appropriations bill in the 20-year history of the program—a $2.3 billion package providing $1.9 billion for economic and $400 million for military assistance. It was a cut of almost $1 billion below the President's original request of $3.2 billion.

Three AID men who lost their lives in Southeast Asia during the past year, Francis Savage, Don M. Sjostrom and William D. Smith III, were honored posthumously at State Department ceremonies. . . . On December 27, Carroll H. Pender, an AID hospital administration specialist in Vietnam, was killed by a land mine.

Green Revolution

1968

Vice President Hubert H. Humphrey, returning from a tour of nine African countries, told airport reporters that "everywhere we went we received compliments for AID—now that's news!"

Frederick J. Abramson, provincial representative in Vinh Long Province, Vietnam, was killed by the Viet Cong in a road ambush.

President Johnson asked Congress for $2.5 billion for economic and $540 million for military assistance in fiscal 1969. . . . Paul G. Clark, economist from Williams College, succeeded Dr. Gustav Ranis as Assistant Administrator for Program and Policy Coordination.

Seven Vietnam employes were killed by enemy action in the Tet offensive: Thomas M. Gompertz, Kermit J. Krause, Robert R. Little, Hugh C. Lobit, Jeffrey S. Lundstedt, John T. McCarthy and Albert A. Farkas. Four of those killed met death in the savage fighting at Hue. In addition, David Gitelson, IVS worker under AID contract, was shot to death in the Mekong Delta and Provincial Representative Robert Hamblin was killed in a helicopter crash. Two AID men, Michael D. Benge and Philip W. Manhard, were reported missing and believed captured. About seven were wounded, most slightly. An exception was John L. Gardner, economic advisor, who was hit by eight bullets in the legs and abdomen during the attack on the U. S. Embassy compound in Saigon.

In an address to the Society for International Development, Administrator Gaud used the words "Green Revolution" to describe record harvests of "miracle" wheat and rice in Pakistan, India, Turkey and the Philippines. The term was subsequently to win worldwide currency.

Accepting a special award from the Freedom from Hunger Foundation, Mr. Gaud warned that "the Green Revolution will not solve the world food problem for all time. . . . Lower birth rates hold the only permanent solution to the food problem. This is why assistance to family planning programs has top priority for AID, along with aid to agriculture."

Before an audience of relatives, friends and fellow-workers in the State Department's West Auditorium, a total of 224 AID employes were honored for service in Vietnam—27 of them posthumously. . . . Those honored either received awards or were recognized for having received awards previously.

Another new low in foreign aid appropriations was registered when Congress approved an outlay of $1.75 billion for both economic and military assistance.

Administrator Gaud presented the Distinguished Honor Award, AID's highest, to Kathleen Bitterman for her outstanding administrative work in the Food for Freedom program. . . . The American Foreign Service Association established a memorial scholarship in honor of U. S. government civilian employes who lost their lives in Vietnam.

On AID's seventh anniversary, Administrator Gaud designated the Agency's part in the Green Revolution as "the most important single achievement of the foreign aid program in the last seven years". Other milestones, he said, were the successful termination of AID programs in Greece, Israel, Iran and Taiwan and the introduction of family planning programs in many developing countries with AID's assistance.

Two employes of the AID Mission in Vientiane, Donald Kobayashi and Harold O. Sealock, were killed in the crash of an AID-chartered plane in Laos. . . . Harriett S. Crowley, Deputy Associate Assistant Administrator for Private Resources, received the Superior Honor Award, the Agency's second highest honor.

At the annual State Department Awards Ceremony on December 15, honors were accorded to 16 AID Vietnam employes. Included were two posthumous Secretary's Awards for Heroism, to Dwight Hall Owen Jr. and Robert K. Franzblau, both victims of Viet Cong attacks. Other awards for heroism went to Ben R. Ferguson, Kenneth Ferguson, Nathaniel Fine, George D. Jacobson, Gerald J. Marcotte, William L. Messick and James T. Smith. A group award went to seven AID men who distinguished themselves by conspicuous bravery under fire in Binh Duong province during the Tet offensive. They were Walter L. Begley, R. L. Sydney Hendrickson, Carl Hood, Roger A. McGuire, James T. O'Mera, Lewis H. Robinson and George H. Peters Jr.

New Directions

1969

Administrator Gaud resigned, effective January 20. . . . President Johnson, who vacated the White House the same day, thanked him for his seven years' service with AID (including two and a half years as Administrator). The letter said:

"I am especially mindful of your role in promoting the Green Revolution — that peaceful but essential breakthrough in grain productivity which is occurring in so many developing countries."

President Nixon selected John A. Hannah, for 28 years President of Michigan State University and an advisor on AID since Point IV days, as Administrator.

In a farewell address to an MSU faculty convocation, Dr. Hannah said:

"I have been a critic of some of what I have seen of AID, and I suspect that I may learn that some of the things that I thought I knew are not true."

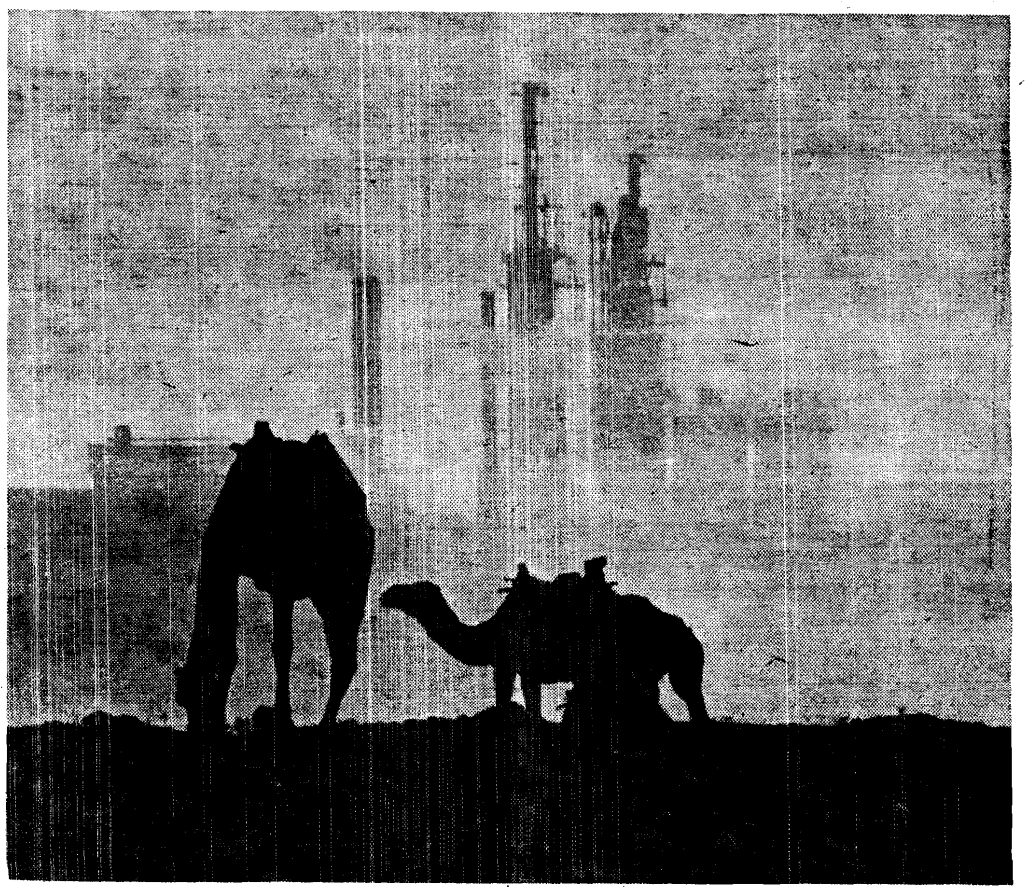
The White House announced that New York Governor Nelson A. Rockefeller would make a series of study tours of Latin America and recommend new ways for the United States to help its hemispheric neighbors improve their peoples' lives. . . . Sears Executive Charles A. Meyer was named Assistant Secretary of State for Inter-American Affairs and U.S. Coordinator for the Alliance for Progress.

Ford Foundation President McGeorge Bundy cautioned "it is easy to reorganize foreign aid without improving it," and added that "as it stood at the end of 1968, with all its flaws, it was the best program we—or any single nation—have had." . . . Two AID officials were honored by the American Foreign Service Association for distinguished service in Vietnam. John Paul Vann received the Christian A. Herter Award and Donald M. Sladkin the W. Averell Harriman Award.

The Department of Agriculture reported the Green Revolution in Asia caused food production to rise four percent in 1968, with India and Pakistan increasing wheat production 40 percent.

President Nixon asked Congress for $2.21 billion in economic and $375 million in military foreign assistance for FY 1970. He also proposed creation of an Overseas Private Investment Corporation to harness private enterprise more closely to the task of development. . . . Ex-Governor of New Hampshire Lane Dwinell was nominated as AID's Assistant Administrator for Administration.

Statistics from the Organization for Economic Cooperation and Development's Development Assistance Committee showed the



In Iran, camels silhouetted against an industrial background symbolize the development progress in that country. Direct economic assistance to Iran was ended in 1967 as the Mideast country approached self-sufficiency.

10 YEARS

Decade Later—New Ideas, New Issues

United States slipped from seventh to eighth place among donor nations in the flow of official aid to developing nations in 1968. . . . Roderic L. O'Connor was named Assistant Administrator for the Far East.

President Nixon informed Congress he had ordered AID to give a high priority to population control and family planning programs.

A resident of Santa Barbara, Calif., who asked to remain anonymous, mailed AID a $500 check with a note expressing the hope that it would "help in some important way toward your self-help programs in underdeveloped countries." . . . Funeral services for Thomas W. Ragsdale were held in Shelbina, Mo., after recovery of his body in Vietnam. . . . A Department of Agriculture employe working with AID, Mr. Ragsdale had been missing since the Tet offensive.

The Office of the War on Hunger was abolished and most of its technical assistance activities were grouped in a single new unit, the Technical Assistance Bureau. Joel Bernstein was named Chief of TAB with the title of Assistant Administrator for Technical Assistance. . . . An independent Food for Peace office was set up under Irwin R. Hedges, and Ernest Stern was appointed Assistant Administrator for Program and Policy Coordination.

President Nixon appointed Rudolph A. Peterson, President of the Bank of America, to head a task force of private citizens to look into the foreign aid program and recommend conceptual and administrative changes attuned to the realities of the 1970s.

Administrator Hannah attended a ceremony at Niamey, Niger, where the 100 millionth person was inoculated against smallpox in an AID-backed five-year regional program embracing countries of West and Central Africa. . . . On December 20, the Senate rejected a compromise appropriation bill totaling $1.86 billion for economic and military assistance. The measure had been agreed on by a House-Senate conference. . . . Congress adjourned on December 22 until January 19, leaving AID to operate on a continuing resolution through January 30, 1970.

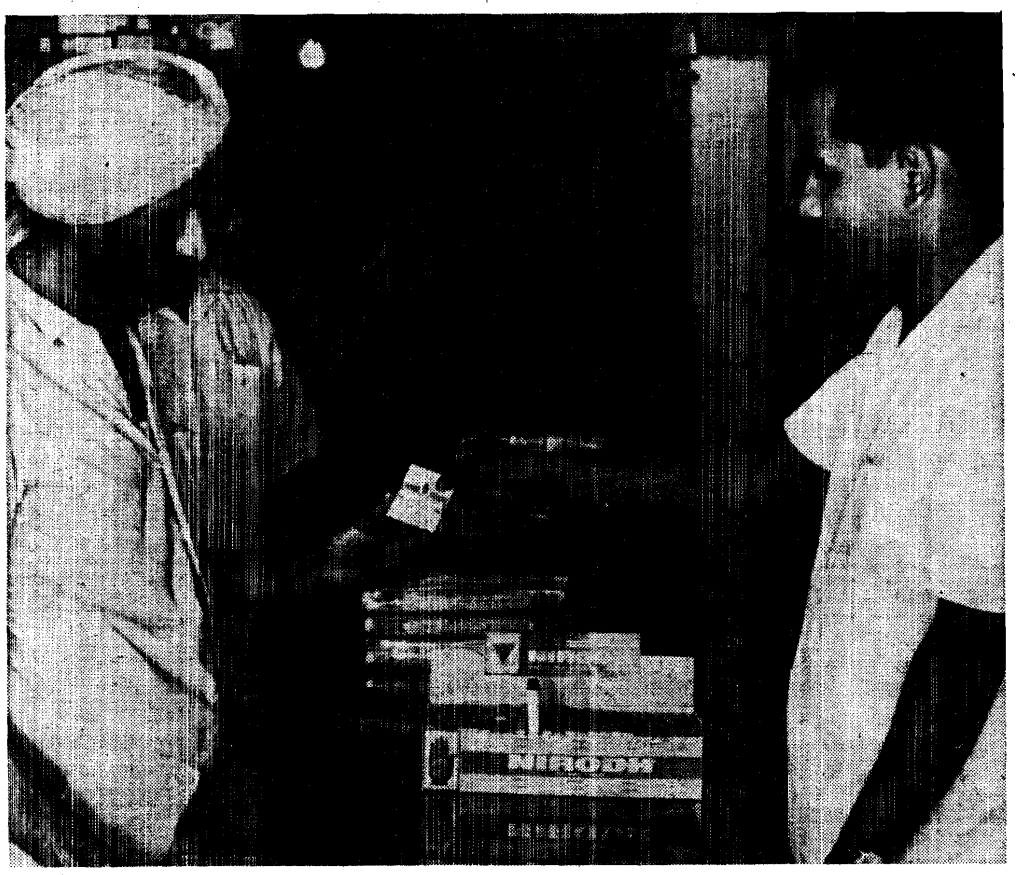
AID's Willet Keyser, right, and landowner Atta Allah survey an experimental plot near Hafizabad, Pakistan.

Peterson Report

1970

A Population Advisory Committee was named to back up the new Technical Assistance Bureau's family planning programs.

The Nigerian civil war ended. AID airlifted medical supplies and food into the war zones and donated $2 million to the Nigerian Red Cross, bringing to $64 million the total of AID funds contributed for relief work in Nigeria since the conflict broke out in 1967.



The decision to finance contraceptives was one of the "watershed" policy changes AID has made. The extensive family planning program in India includes the widespread sale of "Nirodh", a condom product, which AID funds have helped distribute. Here, an Indian buys "Nirodh" in a retail store in New Delhi.

C. Tyler (Ty) Wood, popular Special Assistant to the Administrator, retired after 25 years in the foreign aid program. . . . A foreign aid appropriations bill for the fiscal year finally was passed. It provided a total of $1.8 billion in economic and military assistance, including $37.5 million for the newly-created Overseas Private Investment Corporation (OPIC). . . . Robert H. Nooter was appointed Assistant Administrator for Vietnam.

The President's Task Force on International Development, headed by Rudolph A. Peterson, submitted its report to the White House. It recommended a complete overhaul of the aid program. Among its central proposals were a "new emphasis on multilateral organizations" and "a new institutional framework" in which AID's capital and technical assistance functions would be split up into two separate agencies. Administrator Hannah told AID's personnel the Agency would continue on its present way pending Presidential acceptance and Congressional enactment of the Peterson recommendations.

Prominent figures in the fields of science and technology spoke on environmental problems at an "Earth Day" colloquium in the State Department's West Auditorium. Dr. Philip M. Hauser, of the University of Chicago, earned some laughs with a new switch on Mark Twain—"Most everyone is doing something about the population explosion but not talking about it."

President Nixon named Maurice J. Williams as Deputy Administrator after Rutherford M. Poats resigned the No. 2 post to undertake an analytical study of technical assistance on a Brookings Institution fellowship.

Dedication ceremonies were held at Ibadan, Nigeria, for the International Institute for Tropical Agriculture. AID granted $450,000 toward operating costs of IITA, which is one of four international agricultural research centers financed mainly by the Rockefeller and Ford foundations. . . . Edward L. Merseth, public safety advisor in Vietnam, won a State Department award for bravery under fire in May 1968.

Dan A. Mitrione, public safety officer in Uruguay, was kidnapped by urban guerrillas who demanded release of 150 political prisoners as ransom. On refusal of their demand, the guerrillas murdered Mr. Mitrione and left his body on a Montevideo street.

In a special message to Congress, President Nixon disclosed he would submit legislative proposals for reform of the aid program along the lines recommended by the Peterson commission, i.e., restructuring the machinery on functional lines with separate organizations for security, humanitarian and development assistance. . . . The President also ordered partial "untying" of aid loans by permitting procurement of commodities and equipment in 41 developing countries in addition to the United States.

Joseph B. Smith, an assistant area development advisor in Vietnam, was killed by a mine in Quang Nam Province. . . . Robert D. Handy, AID refugee official killed in Vietnam in August 1969, was posthumously honored by Secretary of State Rogers with the Award for Heroism. The Secretary also conferred the Award for Heroism upon two other AID officials, Kenneth R. Mahony and Loring A. Waggoner, for service in Vietnam and Laos.

Administrator Hannah's Christmas message to AID personnel said the holiday season was "a fitting occasion to remind ourselves that the aim of our work is people. The fundamental objective of development is to provide a better life for people everywhere. This concern for people will, I hope, underlie all our work in the year ahead."

Disaster in Pakistan

1971

President Nixon expressed his appreciation to Deputy Administrator Maurice J. Williams for the latter's efforts in supervising emergency relief for survivors of a cyclone and tidal bore that devasted East Pakistan in November 1970. An estimated 300,000 lives were lost in the cataclysm, one of the worst in recorded history. Mr. Williams coordinated the rescue operations of several U. S. Government departments.

Faustine Augustine Ojacor, an official of the Uganda Ministry of Agriculture, was honored in Washington as the 150,000th participant whose training in the United States and third countries was financed by the Agency. . . . George H. Black, 92-year-old craftsman from North Carolina, went to Guyana, South America, for AID to teach the Guyanese how to make bricks.

The American Farm Bureau Federation presented Administrator Hannah its Distinguished Service Award for "outstanding and meritorious service in the interest of American agriculture." . . . A memorial plaque, bearing the names of 41 Americans who lost their lives while serving in U. S. economic assistance programs overseas, was dedicated in the Administrator's fifth-floor reception room. The black slate slab is inscribed with the names in gold leaf.

AID granted a $155 million "untied" loan to India to help finance commodity imports. Under the new regulations, India was free to spend money in most of the developing countries as well as in the United States. . . . Administrator Hannah presented AID's Superior Honor Award to Irwin R. Hedges, Coordinator of Food for Peace.

East Pakistan again became the focal point of tragedy when civil strife broke out. Hundreds of Americans, including U. S. Government personnel and dependents, were evacuated from the war-wracked area.

On April 21, President Nixon sent his long-awaited proposals for reforming the aid program to Capitol Hill. Highlights were: (1) separation of aid operations along functional lines (humanitarian development, security; (2) replacement of AID by two new agencies to administer technical assistance and loans, respectively, and, (3) creation of two new posts—a Coordinator of Development Assistance to oversee all development aid programs, and a Coordinator of Security Assistance to head a separate bureau in State.

Press comment on the President's proposals was predominantly favorable. *Washington Post:* "Sensible and necessary." *Christian Science Monitor:* ". . . headed down the right road." *Washington Star:* ". . . seems logical and, in any case, a shakeup may have the inherent value of ending some of the inefficiencies and anomalies that have plagued the (aid) effort in recent years."

But both House and Senate committees intimated that Congress would extend the present foreign assistance authority in order to provide more time for study of the proposals.

Assistant Administrator for Administration Lane Dwinell and General Counsel Robert T. Wray resigned to return to private business. . . . A Committee on Environment and Development was set up within AID to weigh the ecological effects of proposed

Lewis E. Swanson, agricultural engineer advisor to the Philippines Mission, (left seated), and Dr. Amir Khan, Chief of the International Rice Research Institute's Engineering Section (right seated), discuss a "table-top" paddy rice thresher.

VOICES OF EXPERIENCE

They Remember—and Look Ahead

This and following pages contain comments from some veteran employes in AID who were here at the beginning of the Agency, and in some cases, in on the start of aid—spelled in small letters. Also on these pages are views of former AID administrators Fowler Hamilton, David E. Bell and William S. Gaud, written by them especially for this issue of *Front Lines*.

The Possible Dream

As a former teacher and administrator, Christine Hugerth brought with her years of experience in education when she entered the foreign assistance field in 1960. As program officer in the Office of Education and Human Resources in the Bureau for Technical Assistance, she said:

"One of the things that is catching up with us now is that we are finding that all the countries we originally lumped together as underdeveloped differ greatly in their needs. There is no such thing as a model.

"Now we have to knuckle down and learn and deal with specifics so that our help can be the most beneficial to the individual countries. I believe we should listen to the countries as they decide where they want to go, how they want to use us.

Dr. Hugerth

"I have not encountered the much-talked-about 'anti-American' sentiment. Possibly it is because of my field. Everywhere they dream the American dream: education for all of the children of all of the people.

"While I have served with AID, I have known a great number of experienced, intelligent people Therefore, I am always surprised at lack of concern or ability to relate. But working with other cultures, we need something special—called 'overseas knowhow' — that takes time to acquire."

Youth Needed

John Canning, Officer in Charge for East Africa in the Office of East African Affairs, has served in relief and foreign assistance programs since 1945. Recalling his earlier years, he said:

"It seems to me that the Marshall Plan organization had a substantial amount of autonomy within U.S. government circles and dealt with governments every bit as sophisticated as ours. Aid was a relatively uncomplicated process.

"When we began dealing with lesser developed countries, we were dealing with entirely new categories of problems and also with a much more complicated array of subjects. It took us a long time to realize that we had to support active research programs that would produce technology useful for application in most of these countries. We took too literally President Truman's phrase about having unlimited technical resources.

Mr. Canning

"In retrospect," he added "I see one major administrative mistake that we have made. It is too bad that we started so late in the game to try to build an organization based on young people coming in as interns or in other training categories.

"At the beginning of Point IV we wanted seasoned people with experience and had to find them in existing departments of government. For quite a long time we felt we couldn't take the time it would take to bring in young people and give them experience to handle a job.

"We were also concerned that young men and women might not impress developing country officials. But now there have been plenty of occasions where young people have proved themselves and gained respect in many countries."

'Grass Roots' Aid

Forty years of experience in cooperatives came with the Private Overseas Programs Office's Cooperative Development Officer George Jacobson when he joined AID as a consultant in 1961.

His belief in the cooperative system has kept him in the Agency, despite what he described as a "frustrating experience".

Mr. Jacobson

"Cooperatives, a true 'grass roots' program," he said, had to prove themselves through demonstration."

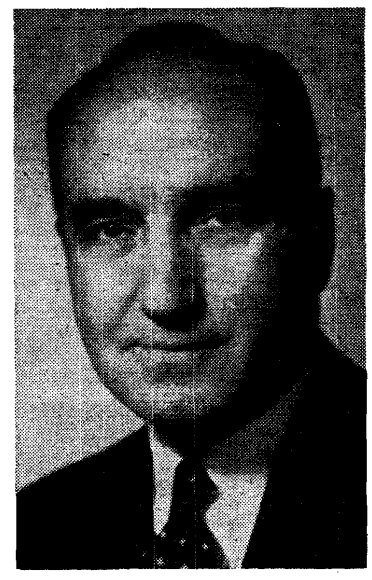
"The key to success of cooperatives is people," he said. "Cooperatives are owned and controlled by the 'little people'. Cooperatives have meaning and importance and because the people get the benefits."

Concerning other foreign aid careerists, Mr. Jacobson noted he found the lower echelons filled with genuine people.

"The ones on top were always too far away, there were too many layers in between for me to get to know what they were like," he said. "Too many career people tend to spend more time on their careers than on the development process."

He firmly believes that civil servants ought to spend an "apprenticeship" in private industry sometime during their federal careers or in other departments of government.

'World Is Better'


Fowler Hamilton was the first Administrator of the Agency for International Development, serving from its birth in November 1961 until November 1962. He is a member of the law firm of Cleary, Gottlieb, Steen and Hamilton, New York City.

"AID's 10-year age makes it truly a Methuselah among U.S. foreign aid agencies. Few of these survive for more than two or three years. During the Decade of Development, AID did mightily much more than merely survive. The more than two billions of our fellow men and women in the developing countries have eaten better, lived healthier lives, and had more new worlds of knowledge and skills opened to them by the men and women of AID than ever before in their history.

"Under AID's auspices, thousands of young students have studied in the United States, have seen our virtues and vices, and have returned to their native lands with increased competence, with many memories of interesting experiences and, one hopes, with some affection or at least sympathetic understanding, for our own vast, complicated and turbulent striving society.

"Everyone of us who has been so fortunate to participate in the always difficult, frequently frustrating, but many times exhilarating experience of working with AID, knows the rich rewards of that experience and has the satisfaction of knowing that in some small measure he has been able to contribute to make the world a somewhat better place than it would have been without AID."

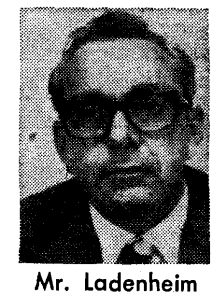
Changing Ideas

Having served in the foreign assistance program since March 1951, H. Charles Ladenheim, operations support officer in the Office of Nutrition, TAB, sees a change in the approach to aid.

"Our responses have had to become more sophisticated as the identification of needs and demands has become more sophisticated among the countries we aid. The emphasis is now on sectoral planning and questions of total resource management in development.

"In the same period we have become more conscious that the solution to social and economic development often can not be found only through economic gains. Concern for the quality of life and character of society has more and more intruded on our consciousness.

"We have found that we cannot move institutions in our country to another country—that there is a uniqueness of society in each part of the world. The answers to their problems in broad areas of development will come from their own people rather than 'we intruders'.


Mr. Ladenheim

"But we have also undergone disillusionment in our previously held views of what can be accomplished in the aid field. We have come to recognize our limitations. In addition, there is a decreasing availability of resources. Often we have not had the resources to follow through on good programs.

"The attitude is one of more meted optimism. The quality of expectation is somewhat less. We are more honest in recognizing that we are only one of many resources available. Perhaps our best contribution is to be more active in the total organization of aid to developing countries."

Symbolism in Names

Howard Kresge, Chief of the Voluntary Agencies Division in the Office for Private Overseas Programs, has served in foreign assistance for almost 20 years. He said, reflecting on his career:

"I joined the foreign aid program in 1952, in the closing days of the Marshall Plan. After seeing five years of World War II, I had selfish reasons. I felt if there was something I could do to keep that from happening again, I would do it.

Mr. Kresge

"I find in the names of the agencies a kind of symbolism. The first, the Marshall Plan or the Economic Cooperation Administration, was one of the grandest overtures in the history of man. We intended to save Europe. Instead of taking over after the destruction of their industry and business, we helped them rebuild.

"After the ECA came the Foreign Operations Administration which meant 'we are now involved in foreign operations.' It was an admission that we were involved in the world, involved in sharing our know-how.

10 YEARS

Reorganization Postponed

development projects.

Deputy Administrator Williams was named U. S. coordinator for relief in South Asia.

Six AID officials were decorated with the State Department Award for Heroism by Ambassador Ellsworth Bunker in a ceremony on the grounds of the U. S. Embassy in Saigon. They were Terry L. Lambacher, John S. Powley, Stephen H. Rimmer, William Saunders, Samuel Turner and John C. Zeigler. In a similar ceremony in Vientiane, Peter Hurst, AID official in Laos, was presented the Award for Heroism by Ambassador G. McMurtrie Godley.

Under Secretary of State John N. Irwin presented the Department's highest award posthumously to Dan Mitrione's widow. A memorial plaque to Mr. Mitrione was mounted in the lobby of the U. S. Embassy in Montevideo, and streets were named for the murdered public safety official in Montevideo and Belo Horizonte, the Brazilian city where he was stationed from 1961 to 1963. . . . The Alliance for Progress was 10 years old on August 12.

The House passed a two-year authorization bill separating economic and security assistance and providing some $3.4 billion for both in fiscal 1972 and 1973, respectively. Floor speakers said the two-year extension would permit ample time for hearings on the proposed reorganization.

The Office of Management and Budget established personnel reduction requirements for AID. The direct hire target for June 30, 1972, was set at 12,400, a reduction of 1,100 from the Agency's direct hire employment on June 30, 1971.

Dr. Hannah issued a call to all employes to suggest ideas to improve and reform AID.

AID wives play an important role overseas. Here, in Liberia, the women turned the official dining room of the American Ambassador's residence into an assembly-line production room for sewing more than 550 uniforms for school girls.

VOICES OF EXPERIENCE

Comments Reflect AID's Virtues and Faults

"The FOA became the International Cooperation Administration, with the obvious implication that there would be international cooperation, that we could not do it alone.

"The ICA became the Agency for International Development, a name that implies we are now 'up to our hips' in foreign aid and are thinking long-range about development for the whole world."

'We're a Little Fat'

MacDonald Salter is frequently referred to in AID as "Mr. Land Reform". Director of the Office of Rural Development for Vietnam in the Supporting Assistance Bureau, he has spent half of his 20-year foreign aid career in East Asian and Near East posts.

He chose to work for the Economic Cooperation Administration "because it offered me a chance to use my imagination and to be creative. It was also the least bureaucratic."

Mr. Salter

"We're getting a little fat now. We've got to cut down on the overhead staff work, and red tape."

Thinking over his experiences and knowledge over the past two decades, Mr. Salter said he is encouraged by the U.S. foreign assistance program's increasing emphasis on the development of human resources.

"I think a great deal has been learned from the Vietnam experience which has been a severe shock to the Agency." He pointed to the ongoing and potential economic advances in Vietnam, in part, attributable to the land reform program.

"Our best bet continues to be helping the Vietnamese to make changes that will advance their social and economic conditions, and will erase the appeal of the insurgents who seek to exploit the lack of change and modernization."

He is emphatic about the importance of acquiring a full understanding of an area of assistance before undertaking assistance. Furthermore, he is a strong advocate of what he terms "single membership," the concept of one individual or a limited group being responsible for a program.

In spite of his mild disappointment over the Agency's snail-like realization of the importance of human resources, Mr. Salter is a man who looks forward to this "new look for U.S. foreign aid".

Helping Those in Need

"When I first became associated with the aid program in 1950," John Street, Deputy Disaster Relief Coordinator says, "it looked like this would be a temporary assignment — maybe a year or two to get Europe's economy, and later Japan's, functioning again after the devastation of World War II.

Mr. Street

"Gradually, Agency emphasis shifted from assisting the developed countries of Europe and Japan to the developing countries. I believe the program has been very effective.

"The Disaster Relief Division was established in AID in 1964 to coordinate U.S. Government response to requests for foreign disaster relief. I became associated with the office in 1965 after several years in the Office of Technical Support.

"Giving assistance to disaster victims requires particular skill at the scene," he says. "No man wants to receive help as a beggar. Neither does the individual or government want to be singled out for publicity by the donors. Empathy is very important. We depend mainly upon U.S. personnel and U.S. voluntary agency representatives in the country involved to engender the right spirit. It's hard to spell out, but we know it emerges under disastrous conditions.

"While disaster relief expenditures are immediate help to other countries in need, they are also part of the broader foreign assistance program to help people less fortunate toward a better life.

People look for ways to build a better world without conflict. I think helping other nations and people through the foreign aid program is one good method—we can't resign from the world."

'Glad I Did It'

Reflecting on his 15 years service, Assistant General Counsel for Contract Management Edwin J. Clapp said, "I'm glad I joined the foreign aid program and I'm glad I've stayed with it.

"Over the past 15 years we've accomplished a lot we can be proud of. From my own experience I think particularly of Taiwan and Korea, where I served as legal advisor.

Mr. Clapp

"Much of our strength has come from the young, highly motivated, intelligent people who have served the Agency," he said. "If the Agency continues to attract that kind, we can be assured of continued vitality."

He is encouraged by the current effort to "humanize" foreign aid. "It's going to take us a long way toward fully realizing that aid involves human beings as well as statistics, and will offer us an opportunity for a greater sense of participation.

"People have to feel directly involved if they are going to perform most effectively and responsibly in their day-to-day work," he added.

This is the reason he places so much emphasis on overseas tours and temporary tours of duty. "There is no substitute for personal contact with the arenas in which AID's operational decisions are carried out."

'Back Numbers'

Rachel Agee, Executive Secretary of the Development Loan Committee, has collected telephone directories of the foreign aid agencies in which she has spent the past 20 years. From her first position in the Economic Cooperation Administration in 1951, Mrs. Agee has carried her telephone books with her. Today the collection is not as complete as it once was, but the books provide an excellent reference source.

Mrs. Agee feels U.S. foreign aid is alive, "something that is happening." She says, however, she feels badly when she reads about and experiences personally the antagonism of some portion of the American public toward aid. If the Agency could communicate to the younger people, she says, young Americans would carry on the idea that aid is really people helping people.

"The United States can help our own people solve our own problems and help others too," she says. The people she has worked with share this same idealism and have been devoted to helping other people. She recalls that when she first came to the ECA after working in the Department of Commerce, people in aid were quite dynamic. She thinks the people today working for AID are of that same caliber.

Medical Background

Before joining the foreign assistance program in 1956, Willard Boynton worked in private medical practice and as a public health physician. He, like many employes with similar technical backgrounds, felt he could contribute this experience for use in the developing countries.

"At the time I joined the foreign aid program," Dr. Boynton recalls, "it was oriented around Truman's Point IV pronouncement, with an emphasis on the United States as a reservoir of skills useful to developing countries.

Dr. Boynton

"The discussion of technical problems and the transfer of technical skills is usually accepted by developing countries without resentment. But when we engage in developing a country's program for them and assume overall responsibility for guiding the total development of a country, a few people cast a big shadow. Too often we attempt and seem to promise more than we can deliver.

"The foreign assistance program has always had to justify itself to Congress," he explains, " and this has been done with too frequent changes of direction or emphasis, sometimes for cosmetic reasons. The lack of consistent programming is one of the agency's weaknesses. Experienced technical advisors and host country technical people are frustrated by the turnaround in program priorities, the changing resources devoted to any given project. It is difficult to carry out long-range programs with rapid changes of personnel and priorities.

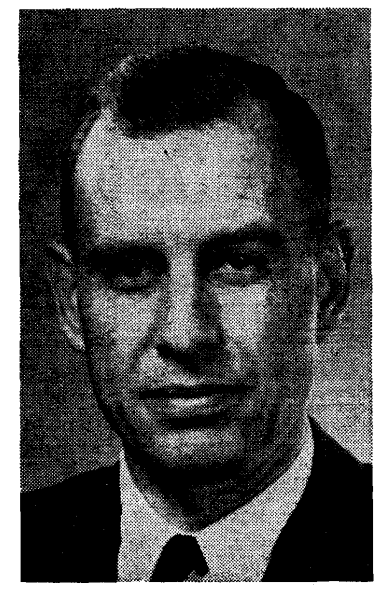
"In addition, there has been a reduction in the number of technical field people. The work has been turned over to contractors, university people and international agencies. I think this is not only a more expensive but also a less effective way of accomplishing AID goals.

In the population office we have developed a staff of people who are not only technically qualified for their jobs, but also have a sense of dedication because of the importance and urgency of the problem.

"In view of the magnitude of the problem, our accomplishments are small and must be greatly ex-

Floyd Moon, rural advisor from Colorado, has helped the people of Kenya's Coast Province grow more food. He showed villagers how to pump water from a nearby river to irrigate rice fields and showed farmers how bees could multiply fruit harvests.

'Pioneered In Aid'



David E. Bell, who served as AID Administrator from 1962 to 1966, set a record for longevity in that post. Prior to heading AID he was Director of the Bureau of the Budget. He is now Executive Vice President of the Ford Foundation.

"It is a pleasure to greet my old colleagues in AID on the organization's tenth birthday. Thinking back over those 10 years, one can see, better perhaps than was possible along the way, the solid achievements beneath the hurly burly of annual Congressional battles, coups and counter coups in recipient countries, RIFs, budget reviews and GAO reports.

"In a decade's perspective, AID has been a remarkable organization and has made a tremendous contribution. Three aspects stand out to me.

"First, AID has consistently pioneered in improving the quality of foreign aid. The development of program lending, the early recognition of population growth as a major concern, the evolution of the DAC, are simply a few illustrations of AID's leadership.

"Second, AID has steadily produced a very large volume of solid work: many thousands of participants selected and trained, many hundreds of loans negotiated and administered, many scores of conferences, meetings, research projects completed. AID was designed to be an operating organization and it has got its work done.

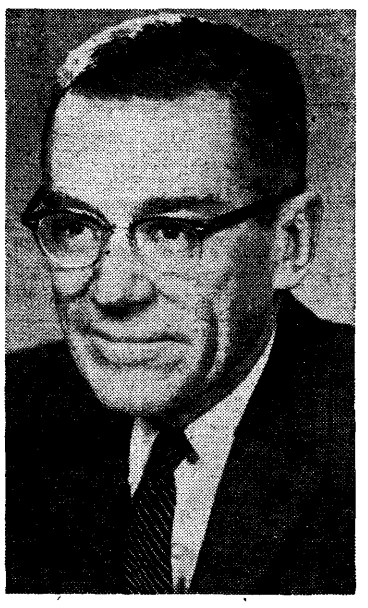
"Finally, AID has continuously attracted men and women of the highest dedication and quality to its service, in spite of a confused and awkward framework of personnel legislation and an annual cliff hanger over whether the organization would survive one more year. I think this fact is high tribute to the willingness of thousands of Americans to place the challenge of important and inspiring work ahead of the normal desire for job security and suburban amenities.

"I congratulate those who now have the privilege of working for AID, and wish you all continued success."

VOICES OF EXPERIENCE

Spectrum of Views From Field and Desk

'Ability—Devotion'



William S. Gaud served as AID Administrator from 1966 until 1969. He joined AID when it was activated as Assistant Administrator for Near East-South Asia. He became Deputy Administrator in 1964 and succeeded David E. Bell in August, 1966. He is now Executive Vice President of the International Finance Corporation.

"When you've served in AID for seven years—two and a half of them as Administrator of the Agency—you have a lot to look back on. Sometimes the problems and frustrations stand out in your memory, sometimes the accomplishments and achievements. But one impression is indelible: the ability and the devotion of the people who make AID tick.

"In spite of all the difficulties they have faced over the years, the men and women of AID have led the worldwide effort to cope with the enormously complex problems of development. They know what can and what cannot be expected of assistance programs, what progress has been made to date and how far there is still to go. Above all, they know better than most that true development does not consist of economic growth alone. It is not by chance that AID has pioneered in so many areas—such as population growth and nutrition, to name only two—that bear on the quality of human life.

"New times and new conditions may call for new organizations and new structures in the assistance field. At the age of 10, AID has far exceeded the life expectancy of aid agencies. But whatever the organizational form, those who serve in the United States foreign assistance effort will continue to serve the cause of all mankind.

"I salute them!"

panded in the future. Considering the short time AID has worked on this problem, we have made tremendous progress."

Informing the Public

Public Information Officer Joseph L. Newman has spent 31 years with the Federal Government, many of them informing the public about foreign aid. Now a Special Assistant to the Director of the Office of Public Affairs, Mr. Newman was, until recently, Deputy Director of the Office. Prior to joining the government, he was a newspaper reporter in Pennsylvania and New Jersey.

Mr. Newman

Mr. Newman served as Deputy to five AID Information Directors. Some members of the OPA staff believe he may have spent more time, on a cumulative basis, as Acting OPA Director than any one Director has held the position. He attributes the frequent turnover of directors to the nature of the foreign aid program.

"The most difficult public relations job in the U.S. Government," Mr. Newman said, is that of the OPA Director in AID and its predecessors."

"There is no natural constituency for foreign aid," he continued. "Agriculture has farmers to support its program, the Veterans Administration has veterans, and so on.

"In addition, foreign aid is a terribly complex program which the public has difficulty understanding."

He is convinced the public can better understand foreign aid if the program is limited to development aid only and if all the other types of aid—military, humanitarian, etc.—are excluded.

Mr. Newman, like so many others interviewed by *Front Lines*, is impressed with the quality of people working for the aid program.

"It sounds like an old hat statement. Everyone keeps saying it over and over, but it's so true. To spend 10 and 15 years and more in this program you have to believe in what it's all about," he said. "I myself would not have stayed if I did not think it was tremendously important."

Diplomatic Driver

Cecil Ayers, chauffer for administrators, is a true diplomat. He has heard a lot driving for Dr. Hannah and before that, William S. Gaud. But he won't tell.

Mr. Ayers

He has also driven for Leona Baumgartner, Assistant Administrator for Human Reources and Leonard Saccio, U.S. Ambassador to Colombia.

Mr. Ayers said, "They've all been most thoughtful and considerate."

Mr. Ayers, who joined the staff as a messenger/chauffeur in 1948, says he has met many Congressmen and foreign diplomats driving for AID officials. "The Administrators always introduced me to people who rode with us."

Another quality he admires is punctuality. "I was never kept waiting. When I was told they would be ready at 6:05 a.m. or p.m. they were there."

Mr. Ayers has watched many people come and go in the U.S. aid program. He expects Administrator Hannah is the last official he'll drive for because his plans are to retire in less than three years.

As to the many anecdotes he could tell, having shared his limosine with so many U.S. and foreign dignitaries, Mr. Ayers will take them with him back to his hometown of Columbus, Ohio.

Mail Goes Through

Fred Allen, Assistant Chief of AID's Mail and Motor Branch, recently intercepted a torn official pouch envelope with a Capitol Hill return address addressed to the Mission in Nairobi. On inspection of this unclassified air pouch, he discovered it contained disposable diapers. After repacking, the important package was sent on its way.

This is just one of the services Mr. Allen, who has been with AID 11 years, performs in his job. Mostly, there are a lot of rush tasks—"Things that should have been done yesterday," he says.

One innovation AID has introduced that Mr. Allen believes is significant is the employment of women as messengers in the Branch.

Mr. Allen

Mr. Allen cites AID's efforts to upgrade its employes through merit promotion and training programs as steps in the right direction.

He also believes the Agency has made some mistakes but on the whole thinks the program is a good one. "The job of foreign assistance has to be done. It is fortunate we have the opportunity to be a part of it."

In the Cause of Peace

Milo Cox, Deputy Director for Field Review and Evaluation in the Office of Agriculture and Fisheries, TAB, has worked in the field of agriculture since he received his bachelor's degree in 1941. He joined the foreign assistance program in 1957.

"One of the truly significant achievements in the short history of the American people," he explained, "has been their acceptance of the challenge to try to understand the development process on a world basis and to do something constructive about it—a challenge that is not so much a responsibility as an opportunity to work constructively in the direction of world peace.

Mr. Cox

"U.S. development agencies were well in the vanguard in recognizing and pushing vigorously for programs in agricultural development and population controls long before these were popular ideas here or in the developing world.

"Even within the constraints of shrinking budgets and reduced manpower, AID has set for itself admittedly formidable but critically important goals.

"Perhaps the world's peoples can co-exist more rationally if there can be a relatively prosperous and less risky environment in which peace is possible. It is exciting to speculate, even for a euphoric moment, that it could happen in our time."

'See the World'

Join the U.S. foreign aid program and see the world.

That's what Secretary Mary Jane Catey did in 1956 and while she hasn't seen all of it, she has had tours in Afghanistan, Greece, Turkey and Korea. She's spent only two years in Washington.

Now secretary to Deputy Assistant Administrator for Administration James E. Williams, she's enjoyed her travels, and especially meeting all the people foreign aid is helping. "My tours have helped me understand why we're doing what we are," she said.

She's looking forward to her next overseas asignment which she hopes is in Africa. "I'd also like to return to Turkey where I spent seven years to see the advancement made since I left in 1963."

Miss Catey

Miss Catey recalled the efforts being made by the Turkish Government to improve the country's travel facilities and accommodations to develop a tourist industry. "If I return to Turkey as a tourist I'll be a part of something I watched get its early starts and develop," she said.

"Part of the reason I joined and stayed with the U.S. foreign assistance program is because of the travel opportunities."

"It's a constant learning process. There's a constant flow of things forever new, changing and growing."

Accordion Player

Ten years ago, Saigon wasn't quite what it is today. There was little to do in the way of keeping one's self amused, so Cleta "Cappy" Capoferri, now a budget analyst in the Africa Bureau, taught herself to play the accordion. At the time she was assigned to AID as a program analyst.

Miss Capoferri, who has served in aid agencies for 21 years, believes in the proposed changes in the general thrust of AID. She spent the first 10 years of her career overseas. She still prefers overseas assignments but feels one needs the Washington experience where policy is made, to view the Agency from all sides. "What is academic in Washington becomes reality in the field," she says.

When Miss Capoferri first worked for the foreign aid program she said she was very optimistic and idealistic, but over the years her idealism has been tempered by realism. Even though she has lowered her sights she hasn't lowered them very far, and says she's glad she has made a career with AID.

Less Arrogant

William Miner, Director of the Urban Development Staff, TAB, has had a varied experience with foreign aid. Since 1953, he has served with a private corporation, the United Nations and AID overseas. He has served in the Middle East, East and West Africa and the Far East. In addition, he has served at both the village level and in an advisory position to the national government.

Mr. Miner

"One of the biggest changes in foreign assistance that I have noted," he said, "is that its personnel and programs are becoming less arrogant. They no longer feel they have all the answers.

"I think we are just beginning to recognize both the magnitude and complexity of technical assistance, of applying certain needed resources and of understanding the relationships and linkages between those resources and the setting in which they are being applied.

"There is more lip service now than in the past to the social aspects of development. There is less 'magic' in economic development than there used to be.

"I have been extremely fortunate in having extraordinary immediate colleagues, both overseas and in Washington. I think I've experienced both the frustration of bu-

Photo by Clyde McNair

Cleta Capoferri, Africa Bureau, displays one of the personal spinoff benefits of working for AID. She learned to play the accordion 10 years ago while serving in Saigon, where life wasn't very exciting—then.

LAND REFORM, from page 1

Computers Assist Viet Land Reform

ment, and reducing lengthy administrative delays.

Responsibility for making basic determinations of land ownership eligibility was decentralized to local officials in more than 2,000 village governments, thus simplifying paperwork, and placing this responsibility in the hands of those most familiar with the people and the area.

Aerial photography was used to create all necessary plot identification records for the land involved. The previous ground survey methods used could have delayed completion of land redistribution up to 20 years.

Finally, computers were utilized for rapid creation of a permanent and complete record of all land ownership.

These, and other management improvements, permitted the Ministry, with only a small increase in staff, to increase by nearly 350 percent the number of acres transferred to tenant farmers, and to increase by over 400 percent the number of farmers receiving land titles, while initiating a new and separate land reform program for the Montagnards of Central Vietnam. In addition, the Government of Vietnam was able to raise its land distribution goals by 100 percent for the coming fiscal year.

Daniel F. Pfoutz, Program and Policy Coordination, and John F. Owens, Director of the Procurement Office, were co-winners of an Honorable Mention in the Presidential Management Improvement Award competition. A Presidential Improvement Certificate will be presented at an internal ceremony in recognition of their work with the Procurement Working Group.

Photo by Clyde McNair

James F. Campbell, Assistant Administrator for Administration (right), reads the citation on the Presidential Management Improvement Award presented to the Vietnam Mission's Land Reform Staff at the presentation ceremony held in the Washington Statler Hilton Hotel. Robert Nooter, Deputy Coordinator for Supporting Assistance (center), accepted the award on behalf of the staff from George P. Shultz, Director of the Office of Management and Budget.

VOICES OF EXPERIENCE

Those Who Have Been Around Wonder Where We Are

(Continued from page 12)

reaucratic red tape and the ability of the system to function when the chips are down. I've seen some near-miracles happen."

'Perennial Amateurs'

Thomas Eliot, program analyst in the Vietnam Bureau, was a member of the professional staff which advised the Japanese government on the establishment of a central personnel agency comparable to the U.S. Civil Service Commission before he began his career with an AID predecessor agency in 1955. Several of his colleagues on that particular assignment had their start in overseas work for AID and are still with the Agency. He believes these men have set a standard of professionalism and personal loyalty.

While assigned to the Office of the Economic Coordinator, in Korea with his wife and four children, Mr. Eliot involved himself in Korean Community life. He helped establish a Teen Center and Parent Teachers Association for the American high school and elementary schools, and also served as President of the Board of Education for dependent schools. Mr. Eliot recalls the overthrow of the Korean government by a military coup in 1961. He and his wife were awakened during the night by the sounds of sporadic gunfire. They simply checked on their children and, since they weren't responsible for the noise, went back to sleep, unaware until the next morning of the military takeover.

Mr. Eliot

'Where the Hearts Were'

Sheldon Cole, Special Assistant in the Africa Bureau, joined the foreign assistance program in 1958, because he wanted to use his skills in helping other people.

"I had this picture of the technician dedicated to helping others with his training. I wanted to be one of those technicians.

"I was sent to Cameroon, one of the most remote field areas, as a technical education advisor. I was out of touch and I was supposed to make it. It was exactly as I had evnisioned it would be. I felt fortunate that I had been given an assignment in an area where I could use my skills so effectively.

"I am perhaps a bit disillusioned now that the work is going to contract people. This area was where many people's hearts were.

"I spent eight years overseas and then left the program in 1965 to do some domestic work. I was in charge of VISTA for the West Coast until 1968. My AID experience was valuable in the domestic work and I feel I can reincorporate my VISTA experience into AID.

Mr. Cole

"Since I began in foreign aid, things have changed, countries have changed. Perhaps we have lost some momentum because we have not kept up with that change.

Balance Needed

Frank Correl's career in foreign aid has covered both supporting assistance and development aid situations. Serving in Korea and Vietnam from 1959 to 1963, Mr. Correl worked on commodity import programs. In 1964 he joined the Africa Bureau's Office of Development Planning, and served in Morocco as program officer from 1969 to 1971, becoming Philippines Desk Officer last August.

Mr. Correl

"I have appreciated the chance of working in these very distinct types of programs," said Mr. Correl. "It has been gratifying to watch the dramatic progress Korea has made since the time I served there. American assistance deserves a fair amount of credit for Korea's development."

Mr. Correl added, "During my service, I have noted a certain proliferation of Washington-based staff offices which possibly do more to interfere with effective aid programs than help. The great problem is, in the last analysis, that a vast array of activities strains AID's management and planning capacity to impossible bounds. I think there has to be greater appreciation of this, and a more reasonable balance.

'Red Carpet' Treatment

Constance Merrick, administrative officer in the Africa Bureau, began her career with the U.S. aid program on a joint State/ECA/Defense survey mission to Southeast Asia in 1950. Miss Merrick believes she could never duplicate the excitement and education she received from being a part of that three-month trip.

She recalls vividly the red carpet treatment given to her mission in Thailand and feels she witnessed things most tourists would never see. She felt the people in Thailand were outstandingly warm and charming.

Other colorful remembrances Miss Merrick had of that mission were the formal dinner party at the Royal Palace in Saigon and her attendance at some high level meetings in Indonesia.

Miss Merrick

In 1953, Miss Merrick was again part of another overseas mission. She was included in one of the first groups to go to Spain following the air base agreements and after Spain opened its doors to foreign travelers. The country seemed to be divorced from the rest of the world because of its Civil War, she said. All industry had deteriorated and electricity was very scarce.

"It was almost like being in the Middle Ages," she said. But by the time her second tour was over in 1958, much had changed due to U.S. assistance, and she could see a progressive country emerging.

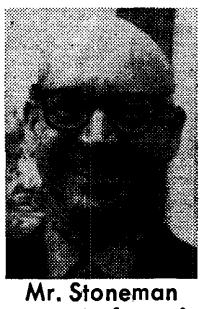
Miss Merrick believes ongoing internal review is a good idea and hopes the suggestions are not left to "die on the vine."

Bureaucrats Needed

Walter G. Stoneman admits, "I've been a bureaucrat for the past 31 years—20 of them in AID and predecessors."

Now Regional Coordinator for Latin America in the Bureau for Program and Policy Coordination, he defined being a bureaucrat as a complex and honorable profession —that of a Federal Government employe. He is a former Mission Director to Honduras and Deputy Assistant Administrator for the Far East.

"Bureaucracy is necessary for checks and balances and to apply diverse skills to some central end," he said. "It's challenging to try to make it work right."



Mr. Stoneman

But he takes a philosophical view of the system and seems to have fared well working within it. "You have to look at it with the long-term view in mind and realize, thinking of my Burma years, that 'you can't win 'em all.' "

He believes AID careerists should continue to refine their ability to analyze the composite of economic, social and political situations in the developing countries with especial attention to modifying classical economic solutions with political and social realities. "We must build programs looking at the entire picture," he said.

In Debt to Russia

Audrey Lorraine (Larabee) Mahder holds "the unique distinction of being perhaps the only U.S. citizen to have signed a personal IOU note with the Russian Government," according to the Consulate General of the Russian Embassy, Kabul, Afghanistan.

Secretary to MacDonald Salter, Director of the Office of Rural Development for Vietnam, Mrs. Mahder has spent 10 of her 20 years with the Agency and its predecessors in overseas posts.

Her debt to Russia started when, as Secretary to Stellan Wollmar, Mission Director to Afghanistan in 1961, she organized a tourist trip to Russia for herself and some 25 co-workers and officials of AID, the Embassy and United States Information Service. When she went to make inquiry about details of the trip at the Russian Embassy, she was informed that the Soviet Government would provide her with free transportation in exchange for taking care of details of the trip such as doing the paperwork in connection with passports and visas, collecting money to cover costs, etc.

The "special" flight was made available because there were approximately 25 Russian officials returning to their homeland after a conference with the Afghanistan Government. Another 25 persons would make it possible for the plane to return to Russia with a full load, with paying customers, and it would make it possible for the vacationing U.S. Government employes to make the trip at a lower transportation cost than would have been possible on a regularly scheduled flight.

When the plane was on the runway warming up its motors to take off, Indonesia's Sukarno arrived at the airport.

"Due to political courtesies and diplomatic red tape, no plane was permitted to take off or land at the airport in Kabul during the three days of Sukarno's official visit," Mrs. Mahder recalled. After this three-day delay at the start of the trip, their plane took off in the wake of Sukarno's plane.

Mrs. Mahder

After a two-week grand tour in Russia the group was ready to leave Moscow for return to Kabul, when, much to their dismay, they were informed the "special" return flight had been cancelled and the Americans were booked on a regularly scheduled flight instead, departing Russia three days hence.

"Since we had no American money with us and since there was not enough Afghanistan currency among members of the group to cover these unforeseen circumstances, I asked permission to sign an IOU note for the group with the Russian Government with the condition that I would personally repay the IOU with Afghanistan currency through the Russian Embassy upon return to Kabul," Mrs. Mahder said. After a few hours during which the phone lines were transmitting frantic messages between Moscow and the Russian Embassy in Kabul, the unusual request was granted and she signed the IOU note.

Mrs. Mahder says she has "immensely enjoyed" working for the U.S. aid program. "I've learned a lot from my foreign travels, about the work AID is involved in and the people it's all about.

'MR. AID'

'We Were Naive, But Successful'

C. Tyler Wood, AID consultant and former Mission Director to India, was interviewed recently on "Overseas Mission" by (left to right): Michael J. Marlow of OPA, host; Roscoe Drummond and Clayton Fritchey, Washington columnists for the Los Angeles Times Syndicate, and Ray Cromley, Newspaper Enterprise Association columnist. Mr. Wood helped start the U.S. foreign aid program.

C. Tyler Wood, consultant and former Mission Director to India—known around the Agency as "Mr. AID"—told a radio audience October 13 that the original goals of the self-help concept of foreign aid were "a bit naive," but that the program was a great success.

Interviewing the 71-year old retired AID official who helped start the U.S. foreign aid program more than 25 years ago were three veteran newspapermen who have covered foreign aid since its inception: Roscoe Drummond and Clayton Fritchey of the Los Angeles Times Syndicate, and Ray Cromley, Newspaper Enterprise Association. They appeared on "Overseas Mission," broadcast by station WAMU-FM.

'We Were Too Optimistic'

"It was thought by many people," Mr. Wood said, "that we had such splendid planners that we could send them out like missionaries and somehow train planners in these countries. We were far too optimistic as to what could be done."

People were misled by the success of the Marshall Plan, he continued. The developing countries do not have the basic foundation of a modern society as the European countries had. Europe already had the planners, all they needed was some encouragement and some money. The developing countries need all three.

One exception, Mr. Wood said, was India. "India has really quite magnificent planners. They make the most detailed and careful plans. In this case, we didn't have the problem of not finding planners." He said the problem was to find somebody to implement the plans.

He said that while several countries showed great promise of development in a short time that the great and immediate successes were "a sincere miscalculation."

"The problem we have faced is that our objectives, our hopes . . . have been so overoptimistic," Mr. Wood said. "I think this is one of the main reasons why foreign aid has lost some of its support. We have said over and over again, give us the money and in a decade great numbers of these backward countries are going to emerge into the light of day and become self sustaining and not need aid anymore."

Self-Help Takes Time

"This doesn't and cannot happen because it takes a long time for the self-help principle, for the people of a country to develop themselves and then to develop the interest in their nation, and of being willing to do the things that have to be done to build up that nation."

He said that "so-called leverage" or "arm twisting" won't get results. "I have found that a country agreeing to do something it doesn't really believe it wants to do will merely go through the motions."

"I have become considerably disillusioned, and have been for some time, with the general idea that just because this country gives another country money, we can decide what that country ought to do. . . ."

The question is how to build up competence "before it is anything but a waste of money to put large sums of money into foreign aid," he continued.

The interviewers asked Mr. Wood:

How do you determine what countries are ready and able to make changes that are necessary for U.S. aid to be effective?

"It becomes a personal thing, a matter of knowing the history and the people. How do you choose a wife? You study the problem of what you want and what she'll do."

Mr. Wood pointed out that perhaps one of the most notable developments within the U.S. foreign aid program was the Agency's population program. He recalled that in 1959, when he was one of the study coordinators of the Draper Committee set up by President Eisenhower to study foreign aid, the first public recommendation was made that the U.S. Government consider the question of trying to reduce the population explosion.

Population Programs

"By 1961 things hadn't changed at all. I remember I had to go through all sorts of devious devices to begin to attack the problem in India because we were absolutely disbarred from doing anything about family planning. I discovered to my horror one day in looking over some of our loans that somebody had thrown a loan for a factory in India to manufacture contraceptives. And I had to go to my friends in the Indian Government and say to them, look, you finance that yourself, I'll finance something else.

"It's absolutely remarkable what has been done. AID has been forced by the Congress to spend not less than $100 million on family planning. What a change from 1961."

In response to another question as to whether it is in the national interests of the United States to reduce its percentage of foreign aid as much as it has, Mr. Wood replied:

"I think that there is no question that even though the foreign aid program has had its failures, has had its disappointments, has by a long shot failed to come up to the hopes and expectations of the wonderful enthusiasts who conceived it and who have been working with it, it is a great mistake that the United States has not been able to keep its eye on the main ball—that these developing countries are of tremendous importance in the world."

'REVEILLE' FOR A GREAT ADVENTURE

Acheson Played Major Role in Formulating Marshall Plan

Dean G. Acheson, Secretary of State in the Truman Administration, who died October 12 at the age of 78, was an architect of the Marshall Plan and a strong exponent of foreign aid.

Mr. Acheson, who had served briefly as Under Secretary of the Treasury in 1933, returned to federal service in 1941 as Assistant Secretary of State and was promoted to Under Secretary of State in 1945.

It was during the period 1945 to 1947, when Mr. Acheson was Under Secretary of State, that he became actively involved in helping plan postwar European recovery leading to the Marshall Plan.

Present at the Creation

His book, "Present at the Creation—My Years in the State Department" (published in 1969), includes illuminating references to the Marshall Plan and "Point IV," the famous declaration by President Truman that laid the basis for technical assistance to developing countries.

In a chapter entitled "The Crisis Broadens: Birth of the Marshall Plan," he notes that after World War II it became evident to U.S. officials that the war's destruction had far greater effects than immediately realized.

The political situation in Greece and Turkey by 1947 had deteriorated so rapidly that President Truman planned to request the Congress to approve urgent and immediate economic and military assistance to those two countries. As the State, War and Navy Departments were preparing material for the President on Greece and Turkey, General Dwight D. Eisenhower, suggested the request should include funds for other countries resisting Communist penetration.

With the collapse of Greece imminent unless aid was received immediately, Mr. Acheson wrote, "it was plain that we should get work started . . . on the suggestion and be ready to propose a much larger program in Europe. . . ."

Clayton Memo

As U.S. officials scurried about rushing together an economic plan for Europe, Mr. Acheson received a note from his colleague Will Clayton who summed up the feelings Mr. Acheson had about the world situation and its implications for the United States.

"Only immediate assertion of leadership by the United States could prevent war in the next decade," Mr. Acheson wrote. In every nation in the eastern hemisphere, and in some in the western, systematic campaigns were going on to destroy national integrity and independence."

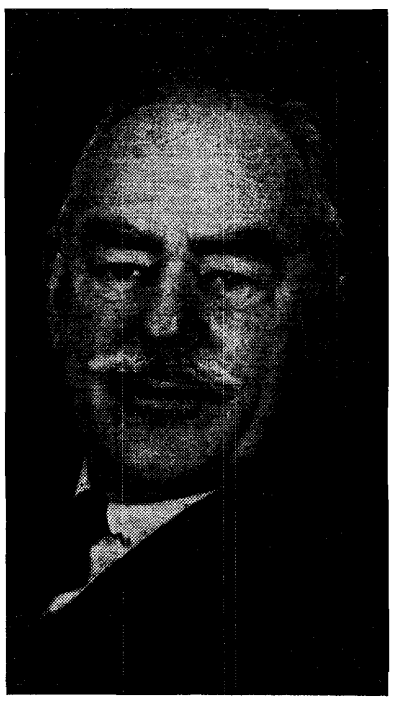
Mr. Acheson quotes a passage from the Clayton memo:

"'Feeding on hunger, economic misery and frustration these attacks have already been successful in some of the liberated countries.'

"Prompt and effective aid for gravely threatened countries was essential to our own security," Mr. Acheson concluded.

"Prologue" to Marshall

At a meeting of the Delta Council at the Delta State Teachers College, Cleveland, Miss., May 8, 1947, Mr. Acheson told the audience:



MR. ACHESON

"Our objective was not relief, but to revive agriculture, industry, and trade so that stricken countries might be self-supporting.

"Not only do human beings and nations exist in narrow economic margins, but also human dignity, human freedom, and democratic institutions.

"It is one of the principal aims of our foreign policy today to use our economic and financial resources to widen these margins. It is necessary if we are to preserve our own freedoms and our own democratic institutions. It is necessary for our national security. And it is our duty and our privilege as human beings."

Mr. Acheson wrote of this "prologue to the Marshall Plan":

"I did not think at the time that my trumpet note from Cleveland, Mississippi, was the call to arms that would start the American people on one of the greatest and most honorable adventures in history. General Marshall sounded that a month later in Cambridge, Massachusetts. Perhaps it was not too much to say that it was reveille, which awoke them to the duties of that day of decision."

Marshall Plan

Secretary of State George Marshall made his famous "Marshall Plan" address at Harvard University the next month, June 5. Mr. Acheson noted the statement of purpose of the recovery plan.

"Our policy is directed not against hunger, poverty, desperation, and chaos. Its purpose should be the revival of a working economy in the world so as to permit the emergence of political and social conditions in which free institutions can exist."

Mr. Acheson resigned as Under Secretary of State in 1947, and returned as Secretary of State in January, 1949. He played no direct part in conceiving or planning "Point IV," the second of the great milestones in foreign aid policy making, but, as Secretary of State, he was called upon to implement it.

Point Four

In his book, he commented:

"The State Department was slow in realizing the importance of Point Four and in getting a program in motion. . . .

"The aim was to help free peoples through their own efforts to produce more food, clothing, housing, and power to lighten their burdens; the method, to 'invite other countries to pool their technological resources in . . . cooperative enterprise . . . through the United Nations . . . with the cooperation of business, private capital, agriculture, and labor.' However, 'the old imperialism—exploitation for foreign profit—(had) no place in . . . the concepts of democratic dealing.' Our allies in this enterprise were to be 'the millions who hunger and thirst after righteousness.'"

AID Officer's Wife Dies During Heart Operation

Emma Navarro Kranasuas, wife of Food for Peace Officer Anthony J. Kranasuas stationed in Paraguay Mission, died during open heart surgery, September 29 in the University of Michigan Hospital, Ann Arbor, Mich. She was 61 years old.

Mrs. Kranasuas

Mrs. Kranasuas had been ill for a short time and was admitted to the hospital September 14. She was buried October 1 in Thomas, W. Va., her husband's home town.

She is survived by her husband, whose stateside address is 1533 Peck Street, Muskegon, Mich. 49441.

BEST AVAILABLE

36 Participants Study International Trade

Thirty-six participants from 26 developing countries, 25 of whom are sponsored by AID, are attending the first course to be offered by the new World Trade Institute, a school of international trade located in New York City.

The Institute, a part of the World Trade Center owned by the Port of New York Authority, currently has scheduled one other five-week course in export promotion for foreign executives of private and public trade promotion offices as well as U.S. trade advisors.

The curriculum for both courses consists of a speakers program, seminars and field trips. Speakers from AID include Ernest Stern, Assistant Administrator for Program and Policy Coordination, who addressed the class on "The Economics of Export", and Amicus Most, Senior Export Advisor, who also was involved in the development of the Institute's curriculum. Also, Constantine Michalopoulos, international economist in PPC's Trade and Payments Division; John A. Ulinski, Deputy Director, Office of Private Overseas Programs, and Ludwig Rudel, AID export advisor on detail to the State Department as officer-in-charge of UNIDO (UN Industrial Development Organization) Affairs.

On October 7 and 8, the first class visited the Departments of Commerce and Agriculture. Both departments provided full-day training schedules. At Commerce, Harold B. Scott, Assistant Secretary for Domestic and International Business; Charles F. Boehm, Special Assistant to the Director, Office of International Trade Promotion, and Paul E. Pauly, Assistant Director of the Bureau of International Commerce, spoke to the participants.

Former Ambassador Howard Rex Cottam, U.S. Representative, Food and Agriculture Organization, spoke to the group at the Agriculture Department.

Arthur C. Rutzen, Director of the N.Y. Business Services Office, Commerce Department, addressed the class on September 21 on the "bold new approach to sharing the knowledge and techniques of international business. . . ."

"I am pleased to note also the role of AID in establishing these first courses with the Institute," he said. "The subject of export development and promotion is vital to the economic life of all countries, yours and ours, at any stage in their history."

Other trips will be to the Bronx Terminal Market to study food handling, to Kennedy Airport to study air transportation, to Banker's Trust Company to study export financing and to Macy's to study chain store overseas buying.

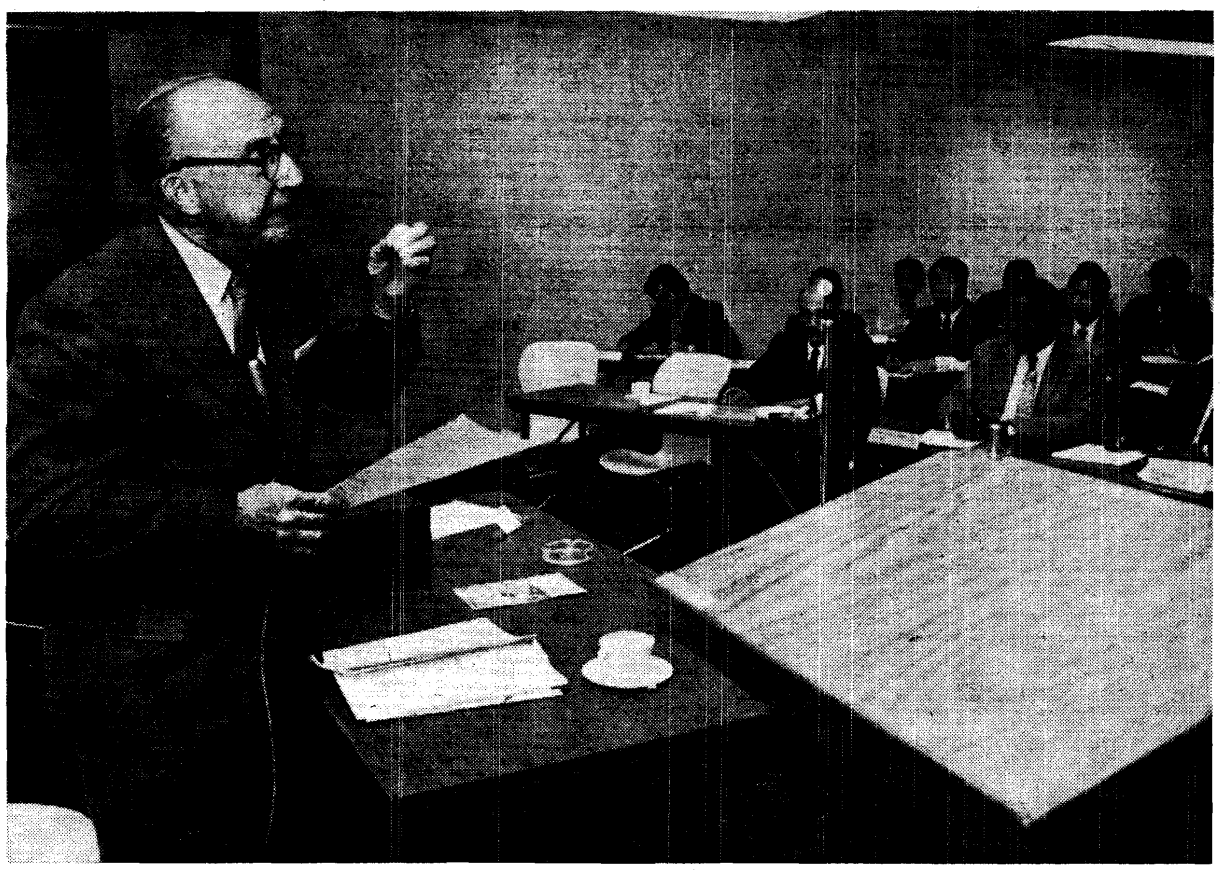
Speakers from General Foods, Sears Roebuck, the Hecht Company and First National City Bank of New York will talk about various aspects of export development.

Students sponsored by AID represent Brazil, Colombia, El Salvador, Honduras, Paraguay, Guatemala, the Congo, Ethiopia, Kenya, Lesotho, Liberia, Sudan, Uganda, India, the Philippines, Nationalist China and Vietnam.

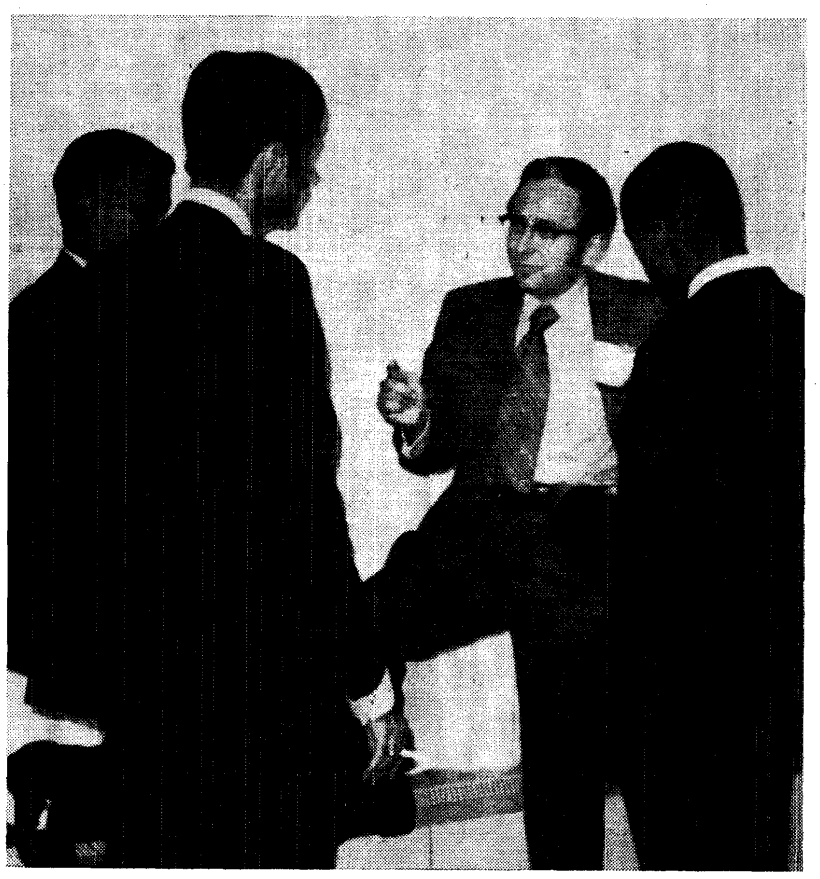
The other participants are sponsored by the UN Industrial Development Organization and the World Trade Institute.

Photo by Clyde McNair

Twenty-seven of the 36 participants taking the World Trade Institute course in New York met with Commerce and Agriculture Department officials, October 7 and 8. The participants represent 26 developing countries—largely from Africa and Latin America. Seated, left to right: Amicus Most, AID, Senior Export Advisor; Paul E. Pauly, Assistant Director, Bureau of International Commerce, Department of Commerce, and Lloyd Jonnes, Deputy Assistant Administrator of AID's Bureau for Program and Policy Coordination.



AID Senior Export Advisor Amicus Most gives a lecture to participants taking the World Trade Institute's first course in international trade. Mr. Most helped plan the Institute's curriculum. Twenty-five of the group are being sponsored by AID.



Ernest Stern, Assistant Administrator for Program and Policy Coordination, speaks with students following his address on export economics. Other AID officers have addressed the group.

PEOPLE: *What's Happening to Employes Around the World*

OVERSEAS

Promotions

The Office of Personnel and Manpower announces the following promotions to employes stationed in AID missions:

JOHN H. MAGILL JR., Ecuador; NANCY M. TUMAVICK, Thailand.

Transfers

Employes transferred from overseas posts to Washington or from Washington to AID missions are:

ROBERT W. ADLER, Washington to Paraguay; SARA E. BARR, Vietnam to Tanzania; MARIBELL L. BAXTER, Congo to Washington; CLARENCE E. BURGETT, Vietnam to Washington; STEVEN CAMPBELL, Dominican Republic to Uruguay; ROGER D. CARLSON, Washington to Tunisia; MURIEL S. CAVANAGH, Congo to Laos; JACOB L. CRANE III, Jordan to Washington.

IRIS R. DEPABLO, Argentina to Washington; TIMOTHY EDWARDS, Uganda to Washington; H. AUBREY ELLIOTT, Vietnam to Washington; EDITH F. EVANS, Pakistan to Indonesia; DAVID J. GARMS, Vietnam to Washington; ROBERT E. GAUL, Philippines to Vietnam; THOMAS H. GIVENS, Vietnam to Korea.

CHARLES T. GOODROE, Vietnam to Washington; JAMES E. HENRY, Guatemala to Washington; FRANKLIN J. HOYLE, Panama to Washington; JAMES J. KEARNEY, Panama to Washington; JACK P. KEEVE, Philippines to Washington; VARA C. HALL LAFOY, Vietnam to Guatemala; THOMAS D. LOFGREN, Washington to Vietnam.

MARION C. NELSON, Tanzania to Vietnam; HENRY W. PAULSON, India to Vietnam; ALAN D. REDDING, Washington to France; JOHN A. RIGGS, Vietnam to Brazil; EVELYN L. RIPPS, Pakistan to France; RICHARD A. ROOMAN, Philippines to Vietnam; WILLIAM C. SMITH, Philippines to Vietnam.

RICHARD Y. SUTTON, Washington to Vietnam; ALBERT C. VAYHINGER, Thailand to Vietnam; RICHARD WALLIS, Thailand to Vietnam; SHERWOOD M. WALLS, Vietnam to Washington; EFFIE L. WATTERS, Vietnam to Washington; GWENDOLENE M. WEIGLEY, Nigeria to Vietnam; JOHN M. WELTY, Vietnam to Washington; ARCHIBALD M. WITHERS, Washington to Vietnam.

Resignations

The Office of Personnel and Manpower announces the following resignations:

RANDY C. CUMMINGS, Vietnam; HAROLD LUBELL, India; HERMAN E. MOORE, Vietnam; WILLIAM D. STOUT, Vietnam.

WASHINGTON

Appointments

New AID employes assigned to Washington are:

BETH AHERN, PM; AVON BOWE, TAB; BONITA BRITTON, Cont; XENIA BROOKER, FFP; KATHLEEN CLARKIN, AG, ROSE MARIE DEPP, NESA; MONICA DIXON, OIT.

WILLIAM B. GAIR, GC; STEVEN HAAS, PPC; CAROLYN HANNEBAUM, H; MICHAEL KITAY, GC; JOANNE KUEST, PPC; JAMES R. MATTHEWS, AG; BARRY NASSER, Cont; DAVID PELC, Cont; JULIA POINDEXTER, PM; MINA SUMMERS, NESA; JEREMY TAYLOR, TAB; GUINEVERE TJOSSEM, TAB.

Promotions

The Personnel and Manpower Office announces the following Washington promotions:

DONIA ARRIOLA, LA; SOPHIA ATSALINOS, Cont; CHARLOTTE A. ELLIS. AG; BARBARA J. FELTON, FFP; GEORGIA FULLER, Cont; ALICE GOODALL, SA; LILLIAN HUDNALL, SA; WILLIAM JENNETTE, FFP; JEANNE KINNEY, AA; JANET LANE, MP; LEONARD LEVINE, Cont; WILBERT LEWIS, DS; MARY McCUE, SA.

LOIS MOSS, OIT; ANNE H. PALMER, AS; ANNETTE RICHTER, AG; ELIZABETH ROBERTS, AG; GEORGE ROSS, VN; MARSHA SHEEHAN, FFP; JAMES WEBSTER, DS; DIANNE ZEIGLER. TAB.

Resignations

Washington employes who have resigned recently include:

JOYCE BERRY, LA; ANN DAMSGAARD, NESA; LYNDA DEVLIN, TAB; KATHLEEN DONEGAN, PM; ASENATH ELAM, SA; VIVIAN FEERAR, Proc; JACQUELINE FLETCHER, TAB; DORIS FRANKLIN, TAB; MARY HENRY, SA; ALEXIS E. LACHMAN, PPC; BARBARA McKENNEY, Cont; LINDA S. MYRICK, PM; SARA NAJJAR, GC; MARY G. OSNER, TAB; RICHARD PARKS, DS; WILMA PETTY, LA.

JANET G. POHLMANN, A; CYNTHIA L. POTTORFF, LA; ROSE TOUSSAINT, OIT; JAMES TROUCHE, Cont; M. PATRICA WAALEWYN, PM; BARBARA J. WILSON, VN.

Retirements

Washington employes who have retired recently include:

ROBERT COUNTS, SA; MARGARET WORMSER, TAB.

Wives in Kabul Help Alter Dorm

A recently-established girls' dormitory at Kabul University, Afghanistan, is receiving a "face-lifting" 12 years after girls were first admitted to the University and the removal of the requirement that all women wear the veil (chaudry).

The home improvement project was initiated by AID wives on two University houses which were converted into the first girls' dormitory in 1970. Before the dormitory was established, girls residing in outlying provinces were unable to attend the University unless they had relatives in Kabul. Presently, 800 girls attend the University, which has an enrollment of 7,000.

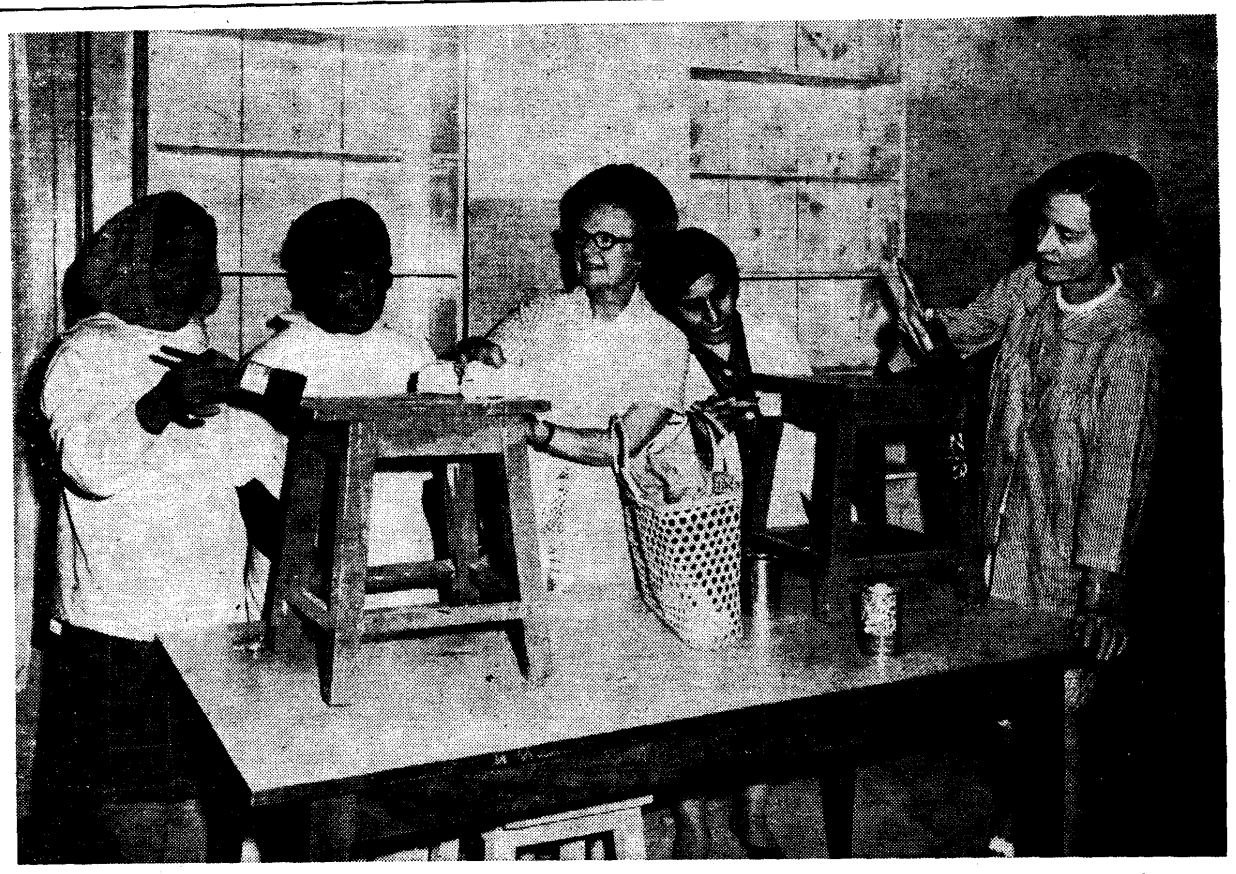
To begin the project, wives of the Indiana University Contract Team secured paint and curtain material. As students observed improvements being made, they, too, began curtain-making and painting —their study chairs and chests.

Wives of the University officials and other American wives joined the work parties and collected money for furniture and equipment. The International Women's Club of Morehead, Ky., heard of the project and sent money for two electric heaters. Books, magazines and other articles that help make a dormitory a home are being donated by the American Community.

Mrs. Taulman Miller, wife of the Chief of Party for the Indiana Team, said of the project, "It was interesting to see the girls start working after seeing the improvements made. There is no reason why the women's lib movement cannot begin in developing countries where it is really needed."

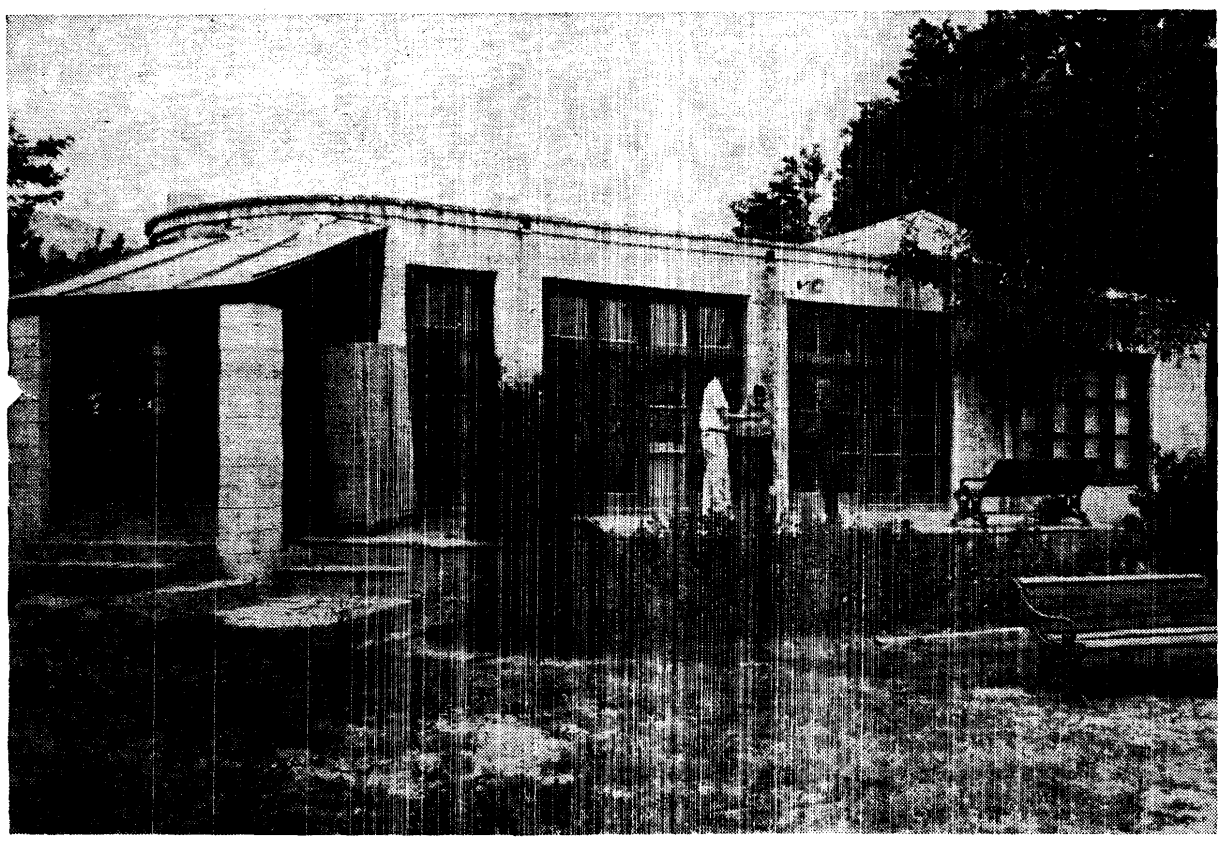
Nargis, one of the students in the dormitory, added, "I can't believe this place could change so much. I have been writing to the University officials for three years to provide housing for provincial girls. My wish finally came true for my senior year and it is a good feeling to be with fellow classmates and have a good place to study."

"The project is consistent with AID's goal of helping people help themselves," George Flores, AID program officer in the Mission, said. "The big difference in this one is that no direct funds are being provided by the U.S. Government."



Afghan and American wives started the original painting project, but students soon began helping by painting study chairs and chests. From left to right are Nargis and Begum, two girls residing in the women's dorm; Mrs. Taulman Miller, wife of the Chief of Party for the Indiana University Contract Team; Mrs. Zia Fedai, wife of the Vice President for Student Affairs at the University, and Mrs. Bartlett Harvey, wife of the Mission Director.

A more modern kitchen is being constructed to replace the present facility, right.



Two University houses were converted into a girls' dormitory at the University in 1970. Kabul University is the only four-year higher education institution in Afghanistan.

Afghan and American wives began the home improvement project on the girls' dormitory at Kabul University by making cushions and curtains. The students quickly joined in the effort.

Supporting Assistance Called Help to Peace

The U. S. supporting assistance program, which provides economic aid to friendly countries with heavy defense burdens, has been "a good investment for the peace and stability of the world," Robert H. Nooter, Deputy Coordinator of the Bureau for Supporting Assistance, told the 28th annual meeting of the National League of Insured Savings Associations in Montreal, October 20.

Such support, in addition to military aid, not only has helped such countries defend themselves against external threats or internal subversion, but also has played an important role in setting the stage for longer term economic growth and self-sufficiency, he continued.

Currently AID has major supporting assistance programs in Vietnam, Cambodia, Thailand, Laos, and Jordan. Of the $768 million requested for all supporting assistance programs in the current fiscal year, about three quarters or $565 million would be budgeted for Vietnam, Mr. Nooter said.

Mr. Nooter said the peak requirement for economic aid to Vietnam should be next year, with a gradual reduction after that.

Hesburgh Picked To Head Council

The Rev. Dr. Theodore M. Hesburgh, President of the University of Notre Dame, has been chosen Chairman of the Overseas Development Council. The Rev. Hesburgh succeeds Eugene Black, former President of the World Bank and first Chairman of the ODC.

Father Hesburgh has been a member of the President's General Advisory Committee on Foreign Assistance Programs.

The ODC, an independent, nonprofit organization founded in 1969, is devoted to research and public education, problems of the developing countries and to America's relationship with the developing countries.