

SECOND REPORT AND RECOMMENDATIONS FOR
ACTION TO STRENGTHEN TOURISM IN HAITI

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Submitted to:
USAID/HAITI
PORT-AU-PRINCE, HAITI

BY:

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September 29, 1986

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I. SECOND TRIP OF TOURISM CONSULTANT TO HAITI

This report is a follow-up to the ASSESSMENT OF TOURISM IN HAITI submitted by Mr. Henry after his initial visit to Haiti during the week of July 13-18, 1986.

The second trip from August 17-22 included renewal of contacts with the public and private tourism sector, including the National Tourism Office and AHTH. Meetings were held with AID, UNDP, ISPAN, Acting Minister of Commerce and Industry Celestin, the Chauffeurs and Guides Union, mayors of Port-au-Prince and Cap Haitien, and others interested in the development of Haitian tourism.

Noteworthy was the productive meeting held with Acting Minister Celestin, Fred Pierre Louis, president of AHTH, Joelle Coupaud, and Marie Christine Bussenius, AHTH past-president. Mrs. Bussenius reported in detail to the Minister on the business trip she had made with Joelle Coupaud and Chantal Wichert to New York, Washington and Miami. She stressed the importance of renewing contacts with the travel trade in the United States, the warm reception the group encountered everywhere, arrangements now underway, follow-ups to be made, and the optimism in general for increased tourism to Haiti from the United States. The Minister expressed his support of the efforts being made by AHTH.

Also of interest was a visit to Cap Haitien with Chantal Wishert on the occasion of the call in the port of the Italian Costa Line cruise ship "Eugenio Costa." There, actual operations of sightseeing tours were witnessed and many cruise passengers took excursions to La Citadelle, Sans Souci, the city tour, and Cormier Beach. The "Eugenio Costa" of 34,000 tons, carrying around 800 passengers, was the first cruise ship to call at Cap Haitien since January, 1986. It may well be the forerunner of many future calls not only by the Costa Line (whose captain expressed satisfaction with Cap Haitien port facilities), but by other steamship cruise lines. Such calls, including the regularly scheduled Royal Caribbean Cruise Line one-day stop at Labadie Beach, would bring much needed foreign exchange. The visits are indicative of the potential of Haiti as a viable tourism venue once again.

Based on observations and contacts with knowledgeable people during his two visits, the tourism specialist is convinced that certain important steps must be taken immediately by the public and private sector. Among the major objectives of this report, therefore, will be to stress to the Government of Haiti that Tourism must receive a higher priority than ever. It cannot be a sideshow, coming after agriculture, health and education as an annex to an overall National Plan. Tourism can mean the survival of Haiti. Resources must be found and funds invested to attract the necessary increased visitors and foreign exchange.

II. ORGANIZATION OF THE NATIONAL TOURISM OFFICE

The organizational structure of the National Tourism Office appears well-conceived. It differs but slightly from the organization of the U.S. Travel and Tourism Administration which is headed by an Under Secretary of Commerce for Tourism. As previously stated, USTTA has both a Travel and Tourism Advisory Board from the private sector and a Tourism Policy Council from the public sector. USTTA has 4 Offices or Divisions, namely Policy, Research and Analysis, Administration, and Marketing, with individual activities corresponding in general to those of the Haitian National Tourism Office.

One major difference is in the number of personnel. USTTA presently has a total of 70 people, most with tourism backgrounds; this total includes employees in Washington headquarters and in the 7 offices abroad, i.e., Paris, London, Frankfurt, Toronto, Mexico City and Tokyo. Located in the American Embassy in Paris is the International Congress Office which has the assignment of contacting international associations throughout Europe to persuade them to hold conventions in the United States. Each overseas office has six to eight employees, usually 2 Americans plus local hire; the International Congress Office has a staff of 3, and a Washington staff number 25.

It is understood that at present the National Tourism Office of Haiti has nearly 200 employees. Its overseas offices are located in New York, Montreal, and Paris with selection of sites based on potential. An office will be opened shortly in Miami which can serve as a literature distribution center.

Before the National Tourism Office opens offices in other U.S. cities, or in other countries, a survey should be undertaken to ascertain the interest in Haiti and potential clients. Furthermore, it is believed by this consultant that the Tourism Office is devoting far too much of its budget to personnel leaving a minimum of funds for promotional purposes. Present "management" is aware of this situation and it is expected that heavy costs of excess personnel will be curtailed in the future.

ONTRP should also look into the possibility of sharing office space in New York with another Caribbean tourism office where practical. Present rent is high, and money saved could be more profitably used for promotional purposes.

BUDGET -- According to the National Tourism Office the budget commencing October 1, 1986 will be the same amount as in the past 3 years, namely, \$2,526,000.

The budget is insufficient. It does not take into account inflation and higher prices for materials, nor can it realistically help solve the problems and meet the opportunities facing the National Tourism Office and Haitian tourism and economy. For example, funds allotted for Promotion are \$380,000. Already ONTRP has estimates of some \$450,000 for the production of desperately needed tourism folders, maps, posters, slides, films, photographs, folder racks, fees and stands for travel trade shows, reference library, and other purposes. \$500,000 is allotted for special projects, presumably for public relations, advertising, media services, and special markets.

It would seem that at least \$500,000 should be allocated for promotion, and the total budget increased to \$4.5 million in order to help Haiti obtain necessary material and resources necessary to capture a greater share of the Caribbean market. Included in the budget is \$2,000 per month for travel. This also seems low, in view of necessary trips to participate in trade shows, conferences, seminars, as well as sales calls abroad by ONTRP headquarters staff and overseas office directors in their respective territories.

TRAINING OF STAFF -- In order to have a more efficient and professional staff, ONTRP must anticipate training of new and present personnel. Such training can be done in-house, but more satisfactorily by attendance abroad at tourism schools (University of Hawaii, for example). Such training will involve expenses, and budget funds will be needed.

NOTE FOR THE PRIVATE SECTOR: A major objective is to upgrade the tourist product through training, whether by on-the-job training, local hotel school, or by attendance at the Caribbean Hotel Training Institute or the University of the West Indies. According to the Caribbean Hotel Association, on-the-job or in-house training is the most cost-effective and the most needed. CHA states that "the more efficient locally owned hotels can become, the more local economies will benefit."

III. NATIONAL TOURISM POLICY

An initial and vital step to help attain objectives of increasing tourism and foreign exchange for Haiti is the adoption of a national tourism policy. The U.S. Travel and Tourism Administration, (USTTA) which operates under a National Tourism Policy, has drawn up a model national tourism policy. It was adapted from policies in place in various state governments throughout in the U.S. It is suggested that AHTH urge the establishment of such a policy. Appendix A is a model which the tourism specialist has adapted for consideration by the Haitian Government. It could serve as a basis for marketing plans.

The model written by USTTA envisioned the setting up of a Ministry of Tourism, headed by a Minister. Conversations of the tourism specialist with AHTH and ONTRP disclosed that it may not be practical to propose at this time a Ministry of Tourism. The presently acting Minister of Commerce and Industry has been receptive to proposals of AHTH, and furthermore, it is evident that ministers of tourism are almost invariably politically appointed, and not permanent. A Director General of Tourism should be chosen from the private sector with priority given to a tourism professional.

The USTTA model envisaged the establishment of both a Tourism Policy Council with high level government officials (ministers or their designated alternates when necessary) and a Tourism Advisory Board representing members of the private tourism industry. In the model proposed for Haiti, the two bodies could be combined as the National Tourism Policy Council.

Thus, both the private and public sectors could be more cohesive and effective, with varying points of view taken into consideration during meetings of the Council. Separate sub-committees of private and public members would be possible with recommendations passed on to the combined Council for decisions.

It is evident that prior to the November 1987 elections, there could be delays in implementing the National Tourism Policy. Nonetheless, this policy should be proposed as early as possible in order to underline the importance and meaning of tourism to Haiti.

IV. TOURISM DEVELOPMENT STRATEGIES FOR HAITI: CRUISE LINE BUSINESS

According to the annual Caribbean Tourism Statistical Report of June 20, 1986, 7.9 million tourists and 4.3 million cruiseship passengers visited the Caribbean in 1985. Tourist arrivals were some 3.4 percent higher in 1985 over 1984; cruise passenger arrivals were 16 percent higher. In the case of Haiti, 141,000 tourists arrived, or less than 2 percent of total arrivals in the Caribbean. Up to date 1986 figures are not available, but judging from hotel occupancy rates in Port-au-Prince, Cap Haitien and elsewhere, tourism has fallen off dangerously. U.S. citizen arrivals were 106,000 in 1985, or about 75 percent of Haiti's total tourists.

Cruise passenger arrivals in Haiti totaled nearly 155,000 in 1980, but no figures are available for ensuing years, including 1985. Thus far in 1986, there are optimistic signs of recovery. Whether Haiti can increase its former modest share of the cruise market will depend on concerted efforts of the private and public sectors to induce more cruise line ships to call in Haitian ports: Labadee (limited to Royal Caribbean Cruise Line), Cape Haitien, and perhaps eventually, at Port-au-Prince. The cruise market is growing, with the latest statistics from the Official Steamship Guide listing 1,101 cruises scheduled from February 1983 to January 1984.

Haiti is one of the least-developed islands in the Caribbean. It has relatively few hotels at present. Consequently, its immediate short-term chance to profit from tourism is to:

1. Attract more cruise traffic;
2. Increase sales of handicrafts and other local products to cruise ship passengers and other tourists; and
3. Increase sales of local agricultural produce and beverages to: (a) cruise ship lines for use in food preparation and for shipboard activities such as "Haitian (Creole) cuisine cooking classes;" and (b) airport restaurants or snackbars and aircraft caterers.

The National Tourism Office, working closely with AHTH, must increase present efforts to persuade:

1. Cruise lines not presently calling at Cap Haitien - and in the future - to do so and
2. Cruise lines already calling to call more frequently.

Since cruise ship calls seldom last for more than a few hours, (usually 7 am to 3 pm) and passengers have only a short time to shop, Haitian tourism authorities in Cap Haitien should:

1. Persuade cruise lines to sell local handicrafts in shipboard boutiques, in addition to giving passengers the opportunity to shop ashore in organized markets and shops;
2. Attempt to persuade ship social directors to schedule on board craft fairs and demonstrations, using local artisans and craftsmen; and
3. Encourage the sale of local products such as coffee, rum, Haitian art, wood products, and others, at airports where they can be bought by departing tourists. The tourism specialist noted that the duty-free shop in Port-au-Prince airport does have attractively packaged Haitian products, and the shop is realizing sales to air travelers.

It has been estimated that each cruise ship call in Haiti contributes \$250,000 to the economy. At 50 calls a year, this business would be worth \$12.5 million to the economy.

In addition, cruise ships on a seven day cruise spend approximately \$26,000 per sailing, or \$1.3 million a year on fruits and vegetables. The flower budget per ship is estimated at over \$100,000. Haiti can provide unlimited quantities of fruit (mangos, pineapples, bananas) as well as flowers and arts and crafts. It is understood that efforts are underway to increase the supply of water for ship use in Cap Haitien. If this can be accomplished, cruise ships would get their water while in Haiti instead of going to other ports such as Ocho Rios in Jamaica.

V. TOURISM MARKETING PLAN -- SHORT TERM OBJECTIVES

The August 1, 1986 report indicated measures to be taken to attain short-term, or 3-6 months objectives. The immediacy of such steps must be stressed. Contacts made by the AHTH team during its recent worthwhile trip to New York, Washington and Miami need to be followed up, as they can provide assistance and solution to many problems. Specifically, present tactics must be to:

1. Encourage the Government of Haiti to adopt the suggested National Tourism Policy. It spells out steps to be taken in the marketing plans and emphasizes the importance of tourism to Haiti.
2. Strive for an increased budget for tourism.
3. Produce as soon as possible a comprehensive folder on Haiti, an information guide for tourists. Renew contact with GBA/FEARON if literature cannot be produced in Haiti. "Leakage" should be minimized wherever possible by local productions, i.e., leakage causes a loss of foreign exchange through importation of supplies to care for tourists.
4. Go after more cruise business. Follow up leads of CLIA mailings to members.
5. Check on arrangements for cruises at Cap Haitien through local tourism director.
6. Urge action by appropriate Ministry on improving the roads between Cap Haitien and Labadie Beach. Also, repair section of road from Milot to Sans Souci. AID assistance may be possible.
7. Follow up plans for improvement of facilities at Sans Souci and La Citadelle: rest rooms, refreshment stand, handicraft displays and sales, and horses to La Citadelle. Follow up on the National Park Service offer through the Minister of Commerce and Industry.
8. Select a Public Relations firm and prepare for the launching of an advertising/public information campaign. The theme could be "Discover the New Haiti."

9. Follow up with tour operators, travel agents, and airlines contacted in the U.S. to have them include Haiti in tour packages and services. Contact agents in Canada through the Montreal office for their inclusion of Haiti in programs. The same could also be done with European companies which have produced tourist business in the past.

10. Follow up with Club Med on their plans for the reopening of their installation.

11. Send material, when developed, (i.e., brochures, posters, etc.) to Travel Trade Press such as Travel Weekly (very important for cruise information), ASTA news, Travel Agents, and others.

12. Arrange Fam Tours as discussed in New York for travel writers (Society of Travel Writers and trade press), also for airline personnel, travel agents, and tour operators.

13. Finalize the cooperative advertising program with American Airlines, and follow-up on a possible cooperative program with Eastern and others.

APPENDIX A

Model National Tourism Policy

A BILL

TO ESTABLISH A NATIONAL TOURISM POLICY

Be it enacted by the Parliament (Government of Haiti)

Section I. Findings

The Parliament finds that:

1. Haiti is endowed with great scenic beauty, historical sites, cultural resources and a population whose ethnic diversity and traditions are attractive to visitors;
2. These resources should be preserved and nurtured, not only because they are appreciated by visitors from other lands, but because they are valued by the country's own residents;
3. Tourism contributes to economic well-being by creating job opportunities, generating receipts for local businesses and increasing foreign exchange;
4. Tourism promotes international understanding and goodwill, and contributes to inter-cultural appreciation;
5. Tourism engenders appreciation of the nation's cultural, architectural, technological and industrial achievements;
6. The development and promotion of tourism to and within the nation is in the interest of the people of Haiti;
7. Tourism should develop in an orderly manner in order to provide the maximum benefit to the nation and its residents; and
8. A comprehensive national tourism policy is essential if tourism is to grow in an orderly way.

Section II. Policy

The policy of Haiti shall be to:

1. Encourage the orderly growth and development of tourism to and within the country;
2. Foster an aware and informed electorate by encouraging the nation's citizens to (a) visit their capitol; (b) observe their elected representatives in action; and (c) learn more about their political institutions;
3. Instill a sense of history in the nation's young people by: (a) encouraging family visits to national historic sites; and (b) promoting the preservation and restoration of historic sites, landmarks, buildings and monuments;
4. Promote the mental, emotional and physical well-being of the nation's people by encouraging outdoor recreational activities within the country;
5. Strengthen a sense of common interest among the nation's citizens by encouraging them to visit each other's communities and discover each other's traditions and ways of life;
6. Increase national and international awareness of the nation's cultural contributions by encouraging attendance at performances of the country's artistic groups;
7. Cultivate the nation's commercial interests by encouraging product fairs so that visitors may learn about local goods and merchandise;
8. Encourage the talents and strengthen the economic independence of the nation's citizens by encouraging: (a) the preservation of traditional craft skills; (b) the production of handicrafts and folk art by private artisans and craftspeople; and (c) the holding of craft demonstrations;
9. Provide visitors to the country with a hospitable reception;

10. Ensure the safety of visitors, the security of their belongings, and the protection of their rights as consumers;
11. Afford visitors and residents the best possible conditions of public sanitation;
12. Provide every visitor with prompt access to judicial procedures and guarantees necessary to protect his or her legal rights;
13. Facilitate tourism to and within the country by developing an essential tourism infrastructure; providing investment incentives to tourism businesses; and encouraging municipal and county officials to plan for tourist needs and capitalize on local tourism resources;
14. Create a better understanding among the nation's residents and civil servants of the importance of tourism to the nation's economy, and foster a spirit of hospitality and friendliness toward visitors;
15. Promote tourism in a manner that fosters visitors' understanding and respect for the religious beliefs, customs, and ethnic traditions of the nation's residents;
16. Monitor tourist impact on the basic human rights of the nation's residents and ensure equal access by visitors and residents to public recreational resources;
17. Ensure the protection of wildlife and natural resources and the preservation of geological, archaeological and cultural treasures in tourist areas;
18. Encourage, assist, and coordinate, where possible, the tourism activities of local and area promotional organizations; and
19. Ensure that the national tourism interest is fully considered by public agencies and the Parliament in their deliberations; and harmonize, to the maximum extent possible, all national activities in support of tourism with the needs of the general public, the political subdivisions of the nation, and the tourism industry.

Section III. Duties and Responsibilities of the Minister of Commerce and Industry

The Minister of Commerce and Industry shall be responsible for implementing these policies.

To assist the Minister of Commerce and Industry in the execution of these responsibilities for tourism, there is established a National Tourism Office, headed by a Director General of Tourism. Its purpose shall be to:

1. Organize and coordinate the programs designed to promote tourism within the country and to the country from foreign countries;
2. Measure and forecast tourist volume, receipts and social and economic impact;
3. Develop a comprehensive plan to promote tourism to the country;
4. Encourage the development of the country's tourism infrastructure, facilities, services and attractions;
5. Cooperate with neighboring countries to promote tourism from third countries;
6. Develop opportunities for professional education and training in the tourism industry;
7. Provide advice and technical assistance to local public and private tourism organizations in promoting tourism to the country;
8. Encourage cooperation between public agencies and private individuals and organizations to advance the national tourism interest and seek the views of these agencies and the private sector on tourism programs and policies;
9. Give leadership to all concerned with tourism in the country; and
10. Perform other functions necessary to the orderly growth and development of tourism.

The National Tourism Office shall assist the Ministry of Commerce and Industry and the National Tourism Policy Council, established in Section IV of this Act, to ensure that the national tourism interest receives full and fair consideration in public policy making. It shall identify all public agencies whose policies and programs have a significant effect on the travel industry, monitor those policies and programs, notify the appropriate agencies of the effects of their actions on travel to and within the country and, if necessary, recommend program or policy changes.

The National Tourism Office shall encourage the travel industry to accurately portray the nation's character and image and to emphasize the nation's historic and cultural legacy.

The National Tourism Office shall develop informational materials for visitors which, among other things, shall:

1. Describe the nation's history, economy, political institutions, cultural resources, outdoor recreational facilities and principal festivals;
2. Urge visitors to protect endangered species, natural resources, archaeological artifacts and cultural treasures; and
3. Instill the ethic of stewardship of the nation's natural resources.

The National Tourism Office shall foster an understanding among the nation's residents and civil servants of the economic importance of hospitality and tourism to Haiti.

The National Tourism Office shall work with local businesses, including banks and hotels, educational institutions, and airlines to ensure availability of special services for international visitors, such as currency exchange facilities.

The National Tourism Office shall encourage the reduction of architectural and other barriers which impede travel by physically handicapped persons.

The Ministry of Natural Resources (or equivalent) is charged with ensuring that lakes and streams on public lands are free of pollutants and are safe for tourists and recreational uses by residents and visitors. With the National Tourism Office and other appropriate agencies, the Ministry shall take necessary measures, including the development of public information materials, to enlist visitor cooperation in efforts to protect wildlife and natural resources from overuse and destruction.

The Ministry of Public Roads (or equivalent) shall keep national highways and bridges maintained in order to facilitate tourism within the country.

The Ministry of Economic Development (or equivalent) is directed to cooperate with appropriate federal, regional, state and local agencies to develop the nation's tourism infrastructure. The Ministry shall work with other appropriate agencies to preserve and restore historic sites with tourist appeal.

The Minister of Public Health shall enforce standards of sanitation at tourist rest stops and in public parks, lodges, restaurants and other facilities operated for the traveler.

Police and other public employees shall receive visitors with courtesy and hospitality.

The Ministry of Education shall develop programs to improve career preparation in tourism and upgrade the quality of service by hospitality employees. In public schools, tourism training should be available on the same basis as for other industries, such as agriculture and the building trades.

The Minister of Labor shall develop tourism training programs and otherwise assist in the development of qualified tourism personnel.

Section IV, National Tourism Policy Council

There is an established interagency and private sector coordinating council known as the National Tourism Policy Council. The Council shall consist of the Minister of Commerce and Industry, who shall serve as Chairperson; the Director of the National Tourism Office, the Ministers of such other Ministries as may be

appropriate, including but not limited to, Natural Resources, Highways, Education, Finance, Economic Development, Transportation, Agriculture, Customs, Immigration, and the Police. Various members of the tourism industry shall be selected to serve on the Tourism Policy Council.

Each member may designate an alternate to attend sessions of the Council. The alternate, however, must be of sufficient rank to be authorized to make decisions committing his agency.

The Council shall function as a review panel which shall:

1. Consider assessments prepared by the Director General of Tourism on the impact of proposed and existing legislation and regulations on tourism to and within the country;
2. Seek to reduce or eliminate any adverse impacts; and
3. Implement the tourism policy described in Section II of this Act.

The Director General shall serve as Vice Chairperson of the Council.

The Chairperson may establish committees of the Council. The committees may include:

1. A legislative review committee to: (a) identify proposed and existing legislation which may be harmful to tourism or the development of tourism infrastructure; and (b) recommend and prepare legislation to amend or repeal the harmful provisions and encourage orderly tourism growth; and
2. Regulatory review committee to: (a) identify regulations harmful to tourism; and (b) recommend and prepare revisions for submission to the full Council, revisions to modify the harmful regulations and encourage orderly tourism growth.

Committees shall meet at the call of their respective chairpersons, who shall be appointed by the Chairperson of the Council. Committee chairpersons shall serve a term of one year and be eligible for reappointment.

The Council and its committees shall be empowered to conduct public hearings and to consult with the travel industry.

Members of the Council who represent the various components of the tourism industry shall advise in developing tourism marketing policies and coordinating national tourism programs with local and area promotional organizations and the private sector.

Section V. Tourism Marketing Fund

The passenger service charge levied on air passengers embarking for destinations abroad is hereby increased by U.S. \$1.00. The proceeds collected shall be deposited in a special Tourism Marketing Fund under the control of the Director General of Tourism.

The Director General is authorized to use the proceeds of the Tourism Marketing Fund to: (1) meet the cost of print and broadcast media advertising campaigns promoting tourism to the country from abroad; (2) finance the country's share of joint cooperative advertising campaigns undertaken with neighboring countries, to promote tourism to the region and the country from third countries; (3) to finance the country's share of joint cooperative or tandem advertising campaigns undertaken with the country's private sector organizations to promote tourism to the country from abroad; and (4) to finance special advertising campaigns to increase summer tourism to the country from abroad.

Section VI. This Act shall take effect upon its approval by _____.

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D C 20523

AUG 25 1986

Mr. Peter B. Davis
President
Development Associates, Inc.
2924 Columbia Pike
Arlington, VA 22204

Subject: Contract No. OTR-0000-C-00-6067-00

Dear Mr. Davis:

In reply to your letter of August 19, 1986, requesting authorization to buy supplies and equipment from the General Services Administration (GSA), authorization is hereby given pursuant to the terms of the subject contract.

When utilizing a GSA Federal Supply Schedule, "Federal Specifications and Standards" shall be utilized as required by Federal Acquisition Regulation No. 10.001. You may obtain the billing code from the Federal Supply Service, Washington, DC 20406. Orders placed by you under Federal Supply Schedule contracts shall be placed in accordance with the provisions of the applicable Federal Supply Schedule and this letter of authorization. This letter of authorization may be used to present to the schedule supplier to allow you to purchase at GSA schedule prices.

This authorization shall be effective as of the date of this letter through the subject contract's expiration date. You shall be, for signature purposes, your company's authorized purchasing agent for any GSA supplies.

The utilization of GSA Schedule in no way changes or modifies any provision of your contract regarding purchasing, subcontracting or title of equipment, materials or supplies.

Sincerely,



Marcus L. Stevenson
Contracting Officer
Chief, MS Branch
AID/W Projects Division
Office of Procurement

cc: General Services Administration
FSF Crystal Mall, Bldg. 4, Room 233
Washington, DC 20406