

THE **FOREIGN SERVICE** JOURNAL

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MANAGING RISK FOR EFFECTIVE DIPLOMACY

FROM THE DG: A FOREIGN SERVICE
FOR 2025 AND BEYOND



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On the cover: Yemeni protestors climb the gate of U.S. Embassy Sana'a on Sept. 13, 2012, during a demonstration about a film mocking the Prophet Muhammad. Two days earlier, Islamic militants had attacked a U.S. diplomatic facility in Benghazi, Libya, killing Ambassador J. Christopher Stevens, Foreign Service Information Management Officer Sean Smith, Diplomatic Security Agent Tyrone S. Woods and Glen Doherty, a former Navy SEAL assigned to a State Department security detail. AP PHOTO/HANI MOHAMMED.

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Two Steps in Support of Career Development

BY ROBERT J. SILVERMAN

As I write in early April, the AFSA award nominations have come in, and I am so pleased that we have another record number of nominations. I hope many of you will attend the awards ceremony on June 9 at the State Department to recognize our colleagues' principled dissent and outstanding performance.

I am in the last months of a two-year tour as AFSA president, realizing that there is much more work ahead to promote and defend the Foreign Service, but pleased that there are great candidates ready to serve as AFSA president and carry on with the fine team here at AFSA.

One strategic goal of this Governing Board has been to strive to ensure that the next generation of the Foreign Service is afforded the same career opportunities that we enjoyed. Those opportunities are not assured. Here are two of the steps we took toward that goal.

First, we established criteria with the State Department for taking Foreign Service positions out of the bidding pool for a cycle and granting them as developmental assignments to Civil Service employees. Based on past practice and our reading of the rules, we asserted that the department needed AFSA approval of such actions. When the department denied this

assertion, we filed a grievance citing the case of the Embassy London Iran Watcher position.

The depart-

ment initially put the London position in the Overseas Development Program for civil servants, a new program created by the 2010 QDDR. When this AFSA Board came in, the department wanted to double the program from 20 to 40 Foreign Service positions, but we pushed back out of concern for the lack of adequate overseas positions at the mid-levels of the Service.

Eventually we settled the grievance on favorable terms—the London position was returned to the Foreign Service bidding pool for this cycle, and we are finalizing procedures with the department for this program going forward.

Given the current deficit of mid-level overseas positions, we should reconsider putting any positions into the program. We want to support the careers of our Civil Service colleagues, but we need to ensure that there are a sufficient number of positions for the Foreign Service in the system now and in the future.

Second, we pushed back against one aspect of the increasing politicization of the department's senior positions. As I noted in last month's column, "How to Find the Next Bill Burns," we need to keep policy jobs in the career ranks as incubators for our future leaders.

One area where the Foreign Service is being severely challenged is the increasing transfer of the most important embassies (in terms of U.S. policy) to political appointees, who are usually not campaign bundlers but rather National Security Council staff members.

A partial list of such posts (with examples of career FSOs who previously served

as ambassadors there and rose to the top of the Service) would include: USNATO (Torja Nuland, Nick Burns), Russia (Bill Burns, Tom Pickering), Israel (Dan Kurtzer, Tom Pickering), South Korea (Kathy Stephens, Chris Hill), South Africa (Princeton Lyman), Argentina (Tony Wayne) and India (Nancy Powell, Frank Wisner).

This is a different problem than sending bundlers to pleasant postings in Western Europe, and should be easier to reform.

How can we effectively advocate for the nomination of career FSOs rather than NSC staffers (in addition to appealing to good stewardship of the career ranks)? Many NSC policy experts possess knowledge of the languages, cultures and institutions, which are illustrative qualifications for ambassadors noted in the Foreign Service Act of 1980.

AFSA's Guidelines for Successful Performance of Chiefs of Mission provides an answer. It fleshes out what the Foreign Service Act means when it calls for all nominees to possess "clearly demonstrated competence." The guidelines state a nominee must have the "capacity to lead the operations of a diplomatic mission effectively." This is an area where FSOs are better qualified than NSC experts. The latter often have little or no leadership experience in overseas settings.

So, this AFSA Board has provided a couple of new tools to our successors to continue the ongoing advocacy work.

Be well, stay safe and keep in touch,

Bob

Silverman@afsa.org ■



Robert J. Silverman is the president of the American Foreign Service Association.

Security and Engagement

BY SHAWN DORMAN

The April focus on Vietnam was, we are almost certain, the largest *FSJ* focus in 90 years, and included a first-ever *FSJ* online supplement. In my introduction, I quoted from the June 1975 *FSJ* editorial calling for a post-mortem of the Vietnam era from the career Foreign Service and noted that there is little evidence such an assessment was undertaken.

Then we heard from retired Ambassador David Lambertson, who reported that, actually, such an evaluation *was* done in 1975 at the request of the White House, and the resulting memo—“Lessons of Viet-Nam”—brought together the views of dozens of FSOs. He was the drafter.

However, that document apparently died on Secretary of State Henry Kissinger’s desk, and instead quite a different memo went forward to the White House. Wouldn’t it be fascinating to see both versions? Look for them in the July-August *Journal*.

This month, we consider an issue that is on everyone’s mind today but is also evergreen, as shown by these covers from past years of the *FSJ*: managing risk. The critical question of how to do diplomacy and development in a dangerous world—the tension between protection and

engagement—must be constantly considered and reconsidered, balanced and rebalanced.

There is no zero-

risk option other than closing up shop altogether, so the efforts of security and diplomatic professionals alike must be on finding the best way to support engagement while minimizing and mitigating risk. What level of risk is tolerable? How is that determined? When and where do the lines change?

In “Effective Diplomacy after Benghazi,” FSO Michael Dodman, consul general in Karachi from 2012 to 2014 and winner of the first Ryan C. Crocker Award for Outstanding Leadership in Expeditionary Diplomacy, offers his take on how to conduct effective diplomacy in a high-threat environment.

In “Diplomatic Security Triage in a Dangerous World,” Ambassador Anthony Quainton, who has served as assistant secretary for diplomatic security, evaluates where security priorities fall today and how much has changed since the Inman Commission recommendations were made 30 years ago in the wake of the 1983 Beirut bombings. He points to responses at other critical moments, following the 1998 East Africa embassy bombings; Sept. 11, 2001; and Benghazi, Sept. 11, 2012.

Finally, in “Keeping Embassy Security in Perspective,” veteran FSO James Bullock takes a critical look at risk tolerance—or the lack thereof. He argues that FS personnel “sometimes find ourselves in harm’s way because that is the only way we can do our jobs. Our objectives

do not become less compelling just because some danger is involved.”

In our cover story, “Building a Foreign Service for 2025 and Beyond,” Director General

Arnold Chacón and Senior Advisor Alex Karagiannis offer an overview of the challenges facing the Foreign Service and the Bureau of Human Resources’ goal: to recruit, retain and sustain a diverse workforce.

On a related note, in “Tips from the Belly of the Python,” FSO John Fer offers suggestions for how to optimize professional development and strengthen the Foreign Service while negotiating a challenging mid-level passage.

Speaking of challenges facing the Foreign Service, please see AFSA News for coverage of the American Academy of Diplomacy’s new report, “Diplomacy at Risk,” which was released as we went to press. The full document is available at academyofdiplomacy.org, and is well worth reading.

We will feature a more in-depth look at the study in our July-August focus on diplomacy as a profession. In the meantime, we look forward to hearing your thoughts on the report and its recommendations. Please write to journal@afsa.org with subject line “AAD Report.”

And please, remember to vote in the AFSA election before June 4. ■



Shawn Dorman is the editor of The Foreign Service Journal.

Ambassador Picks: A Fix?

Anyone who has completed the A-100 course or worked for more than a week at Main State knows of the tribulations endured by career diplomats nominated to be ambassadors. Their wait (sometimes many months) for Senate nomination hearings and votes of confirmation by the entire Senate cause me to wonder:

Why is it that a Marine Corps major general can assume command of a division with 19,000 Marines and sailors, tanks, artillery and other weapons of smaller caliber, without Senate confirmation—while a Senior Foreign Service officer with a couple of decades of tenure must be confirmed by the Senate before assuming leadership of an embassy with a diplomatic staff of a dozen or so, in a country with a population of less than a million?

Each has been selected for promotion to a senior grade by boards of senior officers in their services. Each has been nominated for promotion by the president to the Senate. And each has been confirmed for duty at the selected grade. The Senate has already “advised and consented” to the president’s recommendation that the officers on the promotion list are worthy of increased responsibility.

The difference is this: After Senate confirmation for promotion, the commandant of the Marine Corps has the authority to assign personnel to suit the needs of the service. One day the major general is at a desk at U.S. Marine Corps headquarters; the next, he is commanding a division in the field. Neither the Secretary of State nor the Director General of the Foreign Service has such authority.

Of course, the U.S. Constitution specifies that the Senate must “advise and consent” on presidential nominations for ambassadors. Yet, while the Constitution also provides for advising and consenting

on “other officers of the United States,” in practice only the top two tiers (three- and four-star officers) of military appointments are for positions that attract the scrutiny of the Senate.

I propose that career Foreign Service officers go directly to their posts when named by the president. Exceptions for certain high-visibility posts could be spelled out from time to time by the Senate. These exceptions might include our major trading partners, such as Canada and Japan; enduring military allies, such as the United Kingdom, Australia and the Republic of Korea; and missions where we have extraordinary national interest, such as the United Nations, Russia and China.

The same principle of assuming duties without Senate confirmation could hold for those appointments within the State Department, such as Director General of the Foreign Service and other posts traditionally filled by career FSOs that are also akin to assignments in the military for one- and two-star officers. Political nominees would continue to face the inquiry of Senate hearings and votes by the full Senate.

Speaking as someone who served as a colonel in the U.S. military and had an opportunity to serve as Marine attaché at Embassy London (1991-1994) and to participate in the Senior Seminar, I think this is an idea worth consideration.

It would be a major departure from the way that ambassadorial nominations have been handled in the past. But times have changed since 1815, when we had presidential representatives in only six European capitals.

*Robert B. Newlin
Marine Corps colonel, retired
Arlington, Va.*

A Dubious Rationale

I cannot be the only loyal *Foreign Service Journal* reader to have been both shocked and filled with gratitude at finding AFSA President Robert J. Silverman’s deservedly high praise for the book by Gary Bass, *The Blood Telegram: Nixon, Kissinger and a Forgotten Genocide*, and its clear indictment of both the policies and character of former National Security

Advisor and Secretary of State Henry A. Kissinger in the March *FSJ*.

Serious criticism of the man commonly considered a foreign policy genius and an American hero of the Cold War era is a rarity. Bass’ book and Silverman’s review are focused on Kissinger’s standby role in the Pakistani

military’s massacre of some 300,000 Bengali Hindus in 1971, while attending to other business he and his boss, President Richard Nixon, thought more worthy of their time.

We know of the massive death and destruction that accompanied the decision to prolong the Vietnam War rather than complicate Nixon’s quest for a second term in 1972. And we know of the failure to oppose the 1974 invasion and subsequent occupation of some 40 percent of Cyprus by Turkey after the unelected Greek military government, itself supported by Nixon and Kissinger, failed in its attempt to incorporate that independent United Nations member state.

I accidentally discovered the rationale for these and other policies while reading Kissinger’s review of John Lewis Gaddis’ *George F. Kennan: An American Life* in the Nov. 13, 2011, edition of *The New York Times Sunday Book Review*. Midway through this six-page review, apropos of



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nothing in particular, this unbelievable credo appears:

“The challenge of statesmanship is to define the components of both power and morality and strike a balance between them. This is not a one-time effort. It requires constant recalibration; it is as much an artistic and philosophical as a political enterprise. It implies a willingness to manage nuance and to live with ambiguity. The practitioners of the art must learn to put the attainable in the service of the ultimate and accept the element of compromise inherent in the endeavor.”

It was this discovery that compelled me to submit an article, “Partners in Capital Crime,” to the online journal *American Diplomacy* in 2012. The article is a documented account of Kissinger’s role in forgiving Yasser Arafat’s 1973 murder of the American ambassador and his deputy in Khartoum while condemning the Sudanese leadership for its supposed weakness in the face of terrorism. An earlier, less detailed version of that article appeared in the June 2009 *FSJ*.

Leaving aside that shameful self-promotion, I wish to thank Bob Silverman again for openly calling attention to Kissinger’s sins, as well as for his vigorous AFSA leadership, and to praise *FSJ* Editor Shawn Dorman for injecting new life and quality into our house organ.

Alan D. Berlind
Senior FSO, retired
Bordeaux, France

Mind the Gap

I really enjoyed the articles in your January-February issue on “Teaching Diplomacy Across the Divide.” It reminded me of one case where failure to bridge that divide had devastating consequences, both in terms of countless lives



lost and the huge economic impact.

In the summer of 2002, prior to my posting to Bahrain, I was enrolled in the Foreign Service Institute’s Arabic area studies course. One day Phebe Marr, an American expert on Iraq, addressed

our class on, among many other things, the possible consequences of our going to war in that country. She came out strongly against doing so. I recall her words still, nearly 13 years later: we would open up a Pandora’s Box, with unforeseeable consequences, she said.

Several years after that class, when things began to unravel in Iraq, I heard one of the key people involved in the decision to invade on TV saying something to the effect that “No one was telling us that this mess might be the result of our actions.”

My reaction was this: “In fact, someone—perhaps one of the best-informed experts—told you precisely that. You chose to disregard the advice.”

Thanks again, *FSJ*, for reminding us how important it can be to “mind the gap,” as the British say. (I love the cover picture of the broken bridge, by the way!)

George Wilcox
FSO, retired
Tucson, Ariz.

Remembering Mary

Both my husband, Tony Allitto, and I want to thank Bob Silverman for the wonderful column about Mary Ryan (“A Doyenne of the Old School”) in the March *Journal*. As Foreign Service personnel, we met Mary in the early 1980s in Buenos Aires when she was there as part of an inspection team. We became fast friends.

I worked for Mary Ryan when she was

the assistant to then-Under Secretary for Management Ronald Spiers from 1987 to 1989. She was everything an FSO should be. I will never forgive Colin Powell for, in my view, not having the guts to fire her personally. Silverman's word "scapegoat" is exactly what she was.

Mary was happy and content in retirement. We stayed in touch, and she visited us in Albuquerque. There are times when I see things on the news, and I want to call her up for a discussion. She usually saw things the way we did and had interesting views on what was going on in the world.

Thanks for refreshing my fond memories of Mary Ryan.

*Kathy Allitto
FS Secretary, retired
Dillon, Colo.*

The Secretary's Email and the Diplomatic Telecommunications Service

As a Foreign Service employee who served as a communicator, an information management officer, management counselor and Freedom of Information Act officer during 26 years of service overseas and in Washington, I paid close attention to the news of Secretary Hillary Rodham Clinton's very "personalized" use of email. But the hullabaloo over it misses a larger and more important point about the State Department as an institution.

At considerable taxpayer expense, the department has operated and maintained the Diplomatic Telecommunications Service for many decades. DTS remains in existence today, part of every post's Information Programs Center, where secure satellite, terrestrial and data links, as well as classified systems like SMART, are installed.

Managed by Foreign Service informa-

tion resource management specialists knowledgeable in information technology and records policy, DTS is the only authorized system for classified processing by all Foreign Service personnel—including the Secretary.

Sec. Clinton has stated that no classified information was processed on her home system, and that she used it as a matter of convenience. Indeed, in a world increasingly dominated by millions of small black screens which accelerate our pace of thought and frame new global perspectives in seconds, DTS is at a real disadvantage. One could argue that it is a relic of diplomacy's past as the promise of social media and the value of convenience dominate societal trends.

Still, DTS remains the only option for protecting our nation's diplomatic secrets (see my Speaking Out column, "Protecting the Realm: The Past Must Be Prologue," in the January-February 2014 *FSJ*). Equally important, it greatly facilitates records management and archiving obligations via practical application of tags, terms and other "official record" responsibilities stipulated in the Records Management Handbook.

As we rush headlong into a new digital world of instant access and global reach, we should not forget that DTS has long played an important foundational role in the department. By its very design, when properly used, DTS protects our national security while also preserving the official narrative of U.S. foreign relations for history.

*Timothy C. Lawson
Senior FSO, retired
Hua Hin, Thailand* ■

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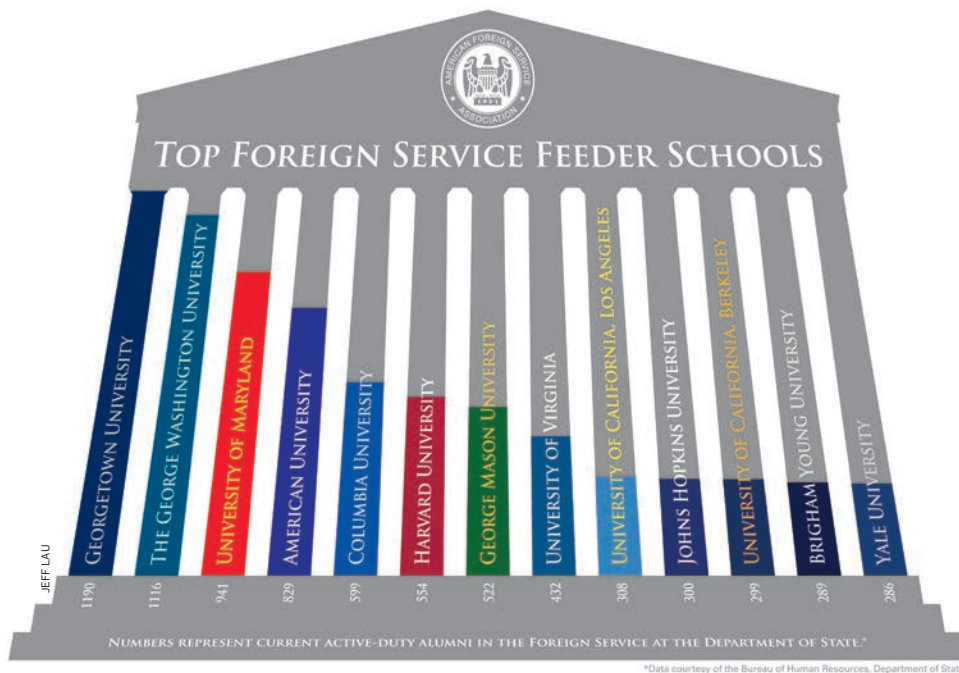


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Foreign Service Feeder Schools

AFSA is very interested in understanding and distilling the demographics of the Foreign Service. We keep close tabs on specialist/generalist numbers, cone and backstop designations, gender and ethnicity ratios, and share many of these details on the AFSA website at www.afsa.org/statistics.

Until recently, we did not have a good sense of which institutions of higher education produce the highest numbers of Foreign Service members. In close collaboration with the Department of State’s Bureau of Human Resources, AFSA was able to produce the infographic you see on this page. (Our wonderful online communications specialist, Jeff Lau, designed the infographic.)

The old “pale, male and Yale” image no longer holds, according to these numbers. In fact, Yale doesn’t crack the top 10 today. The fact that Georgetown University holds the #1 spot is perhaps no revelation, but we were pleasantly surprised

to see that a number of state schools are high on the list, as is Brigham Young University. (Note that the data is not granular enough to discern nuances; for instance, if one person received a B.A., M.A. and Ph.D. from the same institution, it counts three times.)

This information was clearly of interest to our members and others—the chart quickly became the most popular social media posting in AFSA’s history. The schools on the list seemed particularly interested in sharing it. (Imagine!)

We are working with the Office of Human Capital and Talent Management at USAID to put together a similar infographic about our development colleagues, and hope to share it soon.

—Asgeir Sigfusson,
 Director of New Media

Arab Spring, Arab Winter?

The embassy in Sana’a, Yemen, is the third U.S. mission to close in “Arab Spring” countries in the past three years

(the embassy in Syria was closed in February 2012 and one in Libya in July 2014).

At the State Department press briefing following the announcement of the embassy’s closure, one reporter asked, “Is the U.S. being run out of town in the Arab world?” While perhaps an uncharitable question, the reporter is not the first to draw this conclusion.

In an opinion piece published in the English-language *Al Arabiya* on Feb. 12, Joyce Karam, the *Al-Hayat Newspaper’s* Washington correspondent, wrote: “Evacuating and closing U.S. embassies has become a hallmark of the ‘Arab Spring’ since the street demonstrations broke out in 2011.”

The Arab Spring and the Iraq war, she writes, “unleashed a Pandora’s box of extremism and military strife across the broader Middle East” that gives the “upper hand” to militias over central governments.

When Tunisian fruit vendor Mohamed Bouazizi set himself on fire in December 2010, setting off the massive protests and uprisings that would bring down the reign of autocrat Zine el-Abedin Ben Ali, few expected the movement to spread throughout the region the way it did, to Egypt, Yemen, Bahrain, Libya and Syria.

Each of these states has had varying degrees of success in ushering in new governance. “There was the hope four years ago that we were seeing the beginning of a democratic transition that was spreading across the region,” said Matthew Waxman, a Columbia Law School professor of international law and national security law, speaking on “The Charlie Rose Show” on Jan. 27.

Waxman noted that in some Arab Spring countries, there wasn’t “enough of a basic infrastructure of a state to govern effectively,” after the initial uprisings. “When that happens, people are going to

look to other kinds of allegiances, whether it's sectarian, tribal or other, to try to protect themselves."

The Arab Spring failures were "a long time in the making," *The Economist* concludes in its July 5, 2014, article "Tethered by History." It sees the Arab Spring being a "region-wide rerun of the Algerian experience," where "a flurry of freedom in the late 1980s gave way to a vicious civil war in the 1990s that left as many as 200,000 dead and Algeria's Islamists more or less defeated, but not eradicated."

With voices calling for reform almost always too weak to effect change, *The Economist* points out, only Tunisia has emerged as truly changed: "Elsewhere the result has been either a reprise of the ancien régime, as in the Egypt of President Abdel Fattah al-Sisi, or civil war." David Ignatius, writing in *The Washington Post* on Jan. 27, opines that there is not much the United States can do to steer the course of the Arab Spring. "U.S. military intervention hasn't checked

the disintegration," he writes, "nor has American retreat."

The conclusion to draw from this, which he calls "so obvious we sometimes overlook it," is that "this history is being written by the Arabs, not outsiders."

Fawaz Gerges, a professor at the London School of Economics, speaking Feb. 5 on "Here and Now" with Robin Young and Jeremy Hobson on WBUR in Boston, agrees but sees reason for optimism.

"There is no going back in the Arab Middle East," he says. "Setbacks are to be expected. Counterrevolutionary forces are doing their best to return to the old order, but the psychology and the mood of the Arab people has changed."

Gerges calls for patience, saying that revolution takes "decades," not three or four years. "It's going to take some time," Gerges says, "for the dust to settle on the battlefield."

—Debra Blome, Associate Editor



William Faulkner.

William Faulkner, Cold War Diplomat

One of the stranger tasks certain Foreign Service officers were charged with during the Cold War was wrangling William Faulkner, says Greg Barnhisel in a Feb. 26 posting on *The Vault*, *Slate's* history blog.

Faulkner, the Southern writer and Nobel Prize winner perhaps most famous for his novels *As I Lay Dying* and *The Sound and the Fury*, was an important figure in cultural diplomacy from the mid-1950s to the early 1960s. He traveled extensively through Latin America and Asia at the request of the U.S. government, as part of a public diplomacy campaign to win hearts and minds abroad, and combat anti-Americanism in areas vulnerable to communist ideology.



Protesters hold a banner in Cairo's Tahrir Square, February 2011.



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Contemporary Quote

“ Do we need hard power in Afghanistan? Absolutely, unfortunately. But the long game is diplomacy and development. You need both those things. When you bring hard and soft power together, you create smart power. That’s what I would advocate. To try and do defense without diplomacy and development, I’ll simply repeat the quote that Senator [Lindsey] Graham gave us earlier, as my good friend [retired Marine Corps General] Jim Mattis will tell you: If you scrimp on the development and the diplomacy, you’re going to end up buying more ammunition. And as Secretary [Robert] Gates, who was interagency before interagency was cool, would tell you, we cannot kill our way to victory in these situations. We need hard power, but we need these tools, development and diplomacy, as well. ”

—Admiral James Stavridis, USN (Ret.), Supreme Allied Commander at NATO, 2009-2013, and Co-Chair, U.S. Global Leadership Coalition National Security Advisory Council, testifying at the March 26 hearing held by the Senate Appropriations Committee’s Subcommittee on State, Foreign Operations and Related Programs.

Faulkner, and artists and intellectuals like him, were tasked with demonstrating to foreign populations that there was a depth and vibrancy to the United States that was not represented in Soviet propaganda, which often accused American democracy of promoting shallow materialism and mindless consumption, and suppressing creativity.

Though Faulkner was an engaging figure, he was also, by all accounts, a difficult charge for the FSOs who fielded his trips. A notoriously heavy drinker, he was occasionally unable to attend events on his itinerary.

To deal with the problem, FSO Leon Picon created a handbook, “Guidelines for Handling Mr. Faulkner on His Trips Abroad,” that proved so helpful that it was disseminated to all posts before Faulkner’s arrival. Among the pointers were “Put someone in charge of his liquor at all times so he doesn’t drink too quickly” and “Do not allow him to venture out on his own without an escort.”

With help from the guidelines,

Faulkner is remembered as one of the most successful and beloved public diplomats of the Cold War era.

—Shannon Mizzi, Editorial Intern

What On Earth Is Going On in the Maldives?

In March, the first democratically elected president of the Maldives and an international figure in the fight against climate change, Mohamed Nasheed, was arrested, tried and sentenced to 13 years in prison. The case has raised international concern and caused turmoil in this tiny Muslim-majority, strategic archipelago in the Indian Ocean that is a popular ecotourism destination for wealthy Westerners.

Nasheed’s March 13 sentencing followed a trial conducted hastily and based on what appear to be trumped-up terrorism charges, according to reports in *The New York Times* and other major media. “Nasheed’s trial is of Alice-in-Wonderland proportions,” former president of Timor l’Este and Nobel Peace Prize winner Jose

50 Years Ago

New Horizons, 1965

During the last few years new political horizons have been opening up in surprising ways and places, and it is no longer sufficient to do the same things in order to achieve the same results. Some well-tested and unexceptionable American doctrines no longer seem so universally persuasive or pragmatic as they were a short time ago.

All this is naturally frustrating to the American people who thought that they had, in the course of 20 years, won both the greatest hot war and the greatest cold war in history, and now find some of their victories apparently called in question, and even, in some cases, a less clear assurance as to just who is on whose side.

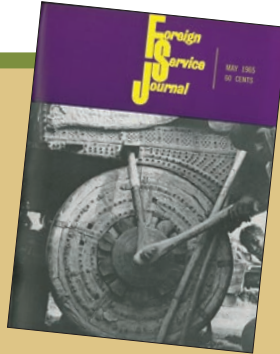
In moments of discouragement, it sometimes seems that Vietnam is insoluble, the Congo is unviable, de Gaulle is incomprehensible, Afro-Asians are ungrateful, Arabs are intractable, Europeans are unpredictable, Russians are irreconcilable and Chinese unregenerate.

What is required of us in foreign affairs, as in any other kind of affairs, is (a) a sober, persistent reassessment of the realities we face; (b) a recognition that while we are intelligent we are not omniscient, and while we are strong we are not omnipotent; and (c) a sense of poise, of proportion, of confidence undiminished but adjusted to our capabilities on the changing scene...

It may prove that one of the most effective things we can do abroad at this time will be to create at home a Great Society which will serve as a reminder everywhere of what America physically can do and politically and morally intends to do—in other words a reminder to us and everyone else of what we stand for.

With this might go a somewhat more selective approach to the problems of the world as a whole and our responsibility toward them. ... We may not have as much responsibility as we supposed, or as much capability as we had, to ensure that nothing unpleasant happens anywhere or that the natural turbulence of new states and new societies is always and everywhere restrained.

—By Charles Yost, from “New Horizons in Foreign Affairs,” FSJ, May 1965.



Ramos-Horta wrote in *The Guardian*.

The United States, the United Kingdom, India, the European Union and the United Nations have all spoken out on the trial. As U.N. Special Rapporteur Gabriela Knaul put it: “Nasheed’s trial was not only a clear violation of the Maldives’ international human rights

obligations...but also made a mockery of the State’s own Constitution.”

Maldives Foreign Minister Dunya Maumoon has dismissed the international criticism as “ignorant and biased” and warned that Nasheed’s fate is an internal matter.

Elected in 2008 in the first democratic



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figure in 2009, when he held an underwater cabinet meeting to bring attention to climate change. He founded the Climate Vulnerability Forum in 2009 to bring together other vulnerable countries and put in place a government commitment for the Maldives to be carbon-neutral within a decade (by 2019).

The award-winning 2011 documentary “The Island President” tells the story of the former president’s quest to convince the world community to act on climate change: “After leading a 20-year pro-democracy movement against the brutal regime of Maumoon Abdul Gayoom, surviving repeated imprisonments and torture, Nasheed became president at age 41, only to encounter a far more implacable adversary than a dictator: climate change.”

OFFICE OF PRESIDENT NASHEED

In April, 100 divers held an underwater demonstration in the Maldives calling for the release of former President Mohamed Nasheed.

elections in the Maldives, Nasheed replaced the autocratic Maumoon Abdul Gayoom, who had been in power for 30 years.

Nasheed became an international

SITE OF THE MONTH: *longform.org*

Since 2010, *Longform.org* has been a valuable resource for those who enjoy reading long-form magazine articles from many different publications, but perhaps cannot subscribe to every magazine they would like to peruse. *Longform’s* curators select five to six high-quality articles, running 2,000 words or more, from well-known media outlets each day.

While recommendations are mostly current, they occasionally choose classic nonfiction reports and essays, as well. Both newspaper and magazine articles are considered, from all over the Web and all over the world.

Past selections are organized into collections: arts and culture, business, crime, media, science, sports, technology, politics and war. The articles are often investigative in nature, but the site also features personal narratives, feature stories and opinion pieces.

Many publications release “longform” journalistic

content every day; *Longform.org* helps you find the best pieces, from both large and small media outlets, without having to search each publication’s website.

The site does a great service to readers who are short on time or are looking to discover new authors and publications. The free phone/tablet app allows offline reading, and gives the reader the option to follow their favorite writers and publications by keeping a record of new content from those sources.

The site also releases a weekly podcast featuring a conversation with a well-known journalist or nonfiction writer on their writing process and past publications. Guests have included Gay Talese, Susan Orlean, Janet Reitman, Rukmini Callimachi, Lewis Lapham and Ta-Nehisi Coates.

—Shannon Mizzi, Editorial Intern



As the lowest country on earth—sitting an average of 4 feet, 11 inches above sea level—the Maldives could be the first country rendered entirely uninhabitable due to the effects of climate change, writes Jake Flanigan for *Quartz*.

Lying close to critical trading routes in the Indian Ocean, the archipelago has had a close relationship with India historically. In recent years China has been a growing presence. With a strong interest in gaining a foothold in the Indian Ocean, the Maldives is an obvious target for Beijing to court. But recent developments have given Beijing pause, and planned major projects are now on hold.

Reports that an estimated 200 Maldivians—out of a population of 359,000—have joined the Islamic State group in Iraq and Syria raise concern as to the penetration of Islamic fundamentalism in the country.

Nasheed was ousted in 2012 in what appears to have been a coup. In 2013, a new election marked by irregularities put power back into the hands of the Gayoom family: former president Gayoom's half-brother Abdulla Yameen was elected president. The regime has gone after other potential political rivals in recent months.

Supporters protesting the Nasheed verdict have been attacked while police stand by. Three journalists covering the story in Maldives were arrested in Malé on March 25 and held without charge. Nasheed's supporters are concerned about his safety and hope international attention might save him.

Nasheed's legal team was joined in April by well-known human rights lawyer Amal Clooney, founder of Freedom Now Jared Genser and former U.N. Special Rapporteur on Counterterrorism and Human Rights Ben Emmerson. ■

—Shawn Dorman, Editor

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A Strategic Approach to Public Diplomacy

BY JOE B. JOHNSON

In Santo Domingo, U.S. Ambassador Raul Yzaguirre believed that education was the key to economic development and social stability in the Dominican Republic, and that improvement in education required an increase in the country's budget. So Todd Haskell, the public affairs counselor, developed a strategic plan that included training and support for pro-education groups, a focused social media and traditional media campaign that supported education, and forward-leaning speeches and articles by Amb. Yzaguirre to endorse the efforts of a civic coalition.

The goal was to build political support for a long-ignored constitutional requirement that 4 percent of national income be devoted to education. Eventually, both major political party presidential candidates endorsed the concept; and after a closely fought election, the legislature enacted implementing legislation. One commentator called the ambassador's vocal support a "tipping point" for its passage.

In Algiers, Public Affairs Officer Tashawna Bethea used English study to cultivate young leaders throughout Algeria. Her strategy incorporated scholarships, educational exchange programs

and an alliance with Berlitz. She also opened the embassy's Information Resource Center to the public, gaining 1,100 members with cultural events, and proactively engaged with news organizations to publicize selected embassy initiatives in country.

Ambassador Henry Ensher said Bethea's work during a three-year assignment enhanced the overall political and commercial relationship between the United States and Algeria.

There should be no question that these examples demonstrate effective public diplomacy. Yet many in government are dissatisfied with how the global PD enterprise is measured and evaluated.

The Challenge of Measuring PD Work

The State Department and its predecessors have been trying various measurement and evaluation techniques for nearly a century. In 2006, the Office of Management and Budget rated public diplomacy field operations as "not performing—results not demonstrated." The first problem, according to OMB, was that there was no "master strategy" to evaluate. If you don't have clear objectives, how can you evaluate performance?

In September 2014, the United States Advisory Commission on Public Diplomacy issued a report, "Data-Driven Public Diplomacy," that analyzed this challenge and made specific recommendations on how the State Department and the Broadcasting Board of Governors could use research to inform and evaluate PD

campaigns and broadcasting programs.

The report reviewed major past projects like the "Advancing Public Diplomacy Impact Study," which a few years ago compared favorability toward the United States among PD program participants to that of nonparticipants in seven countries. It looked to future improvements in Web and social media analytics, and made concrete recommendations: more research staff and money, exemptions from laws that restrict government surveys and data collection, and systematic data sharing among State and other agencies, notably the Defense Department.

The report marks an important step forward, and its recommendations are compelling. However, I think it's fair to say that the commission's viewpoint is Washington-centric. In my estimation, one improvement also described and endorsed by the commission outweighs all the others: making public affairs sections more strategic.

The heart of public diplomacy resides in U.S. embassies, advancing U.S. interests and improving bilateral relations. Yes, there are important cross-cutting global issues that appeal to multilateral audiences, and they are being addressed in Washington and in the field. But most key decisions are still made in the capitals and major cities of the 189 countries where the United States maintains embassies and consulates. Every mission has a specific list of priorities to protect American security and national interests, and most of those priorities require support from sectors of the national public.



Joe B. Johnson teaches courses in public diplomacy at the Foreign Service Institute after a career in the Foreign Service and seven years with CSC, a global information technology and business services company.

In my work as an instructor at the Foreign Service Institute, I have been able to look at scores of public diplomacy projects and programs around the world. I've seen very impressive work. But too often, public affairs sections seem disconnected from specific policy initiatives.

Many PD staffers have trouble articulating the links between their work and policy advocacy. Media activities too often do little more than repeat generic messages from Washington and promote embassy events. PD professionals feel that the approach is too reactive, and some complain that their mission's front office changes priorities unexpectedly, appearing to be most interested in publicity and representational resources.

An Important Initiative

Harnessing public diplomacy more effectively to substantive mission priorities is the focus of an important initiative that is neither well known nor understood.

In 2013, the under secretary for public diplomacy and public affairs (called R on State's organization chart) asked all public affairs sections to draft a Public Diplomacy Implementation Plan. For its plan, each PA section is asked to:

- Select objectives from the mission's Integrated Country Strategy;
- Explain how the public affairs office will advance each chosen objective, using all resources—from social media and grants to educational exchanges; and
- Describe what results can be expected from the effort.

The mandate doesn't stop with a plan document, but involves reporting throughout the year. The Mission Activity Tracker, a companion Web-based data system, allows staff to record significant activities that follow from the plan, as well as results (e.g., audience feedback

Many in government are dissatisfied with how the global public diplomacy enterprise is measured and evaluated.

or favorable developments that can be linked to the event). The MAT has been around for more than 10 years, and has been improved to the point where it is intuitive and easily searchable. While there is no formal evaluation report, the implementation plan is to be reviewed and resubmitted annually.

Most posts submitted plans last year, and reaction from PD professionals has been constructive, judging from my interaction with FS and local staff. The great majority of them also feed data into the tracker.

The new system has the potential to provide Washington more granular and realistic evaluations at the same time that it makes public affairs sections more effective. Consider these benefits:

- Until now, most mission strategy papers have adopted broad PD goals about increasing mutual understanding or shaping the media narrative, without specifying which bilateral issues they address. The new document focuses on missionwide objectives.
- Both the planning documents and the activity tracker can be viewed by anyone who has access to State's unclassified but protected OpenNet network. This allows PAOs to compare notes with other posts or read in on a future assignment. Desk officers can search and analyze reported activities across one or many posts. Some bureaus already use MAT entries instead of cables or email for routine reporting.
- The entire MAT suite (including a couple of tools still in development) uses a standard set of categories for audi-

ences, programs and topical themes. That imposes uniform standards of practice and promotes accountability. PD expenditures at posts are now coded by categories to indicate how outlays correlate with stated priorities.

- The plans enable Washington to know much more concretely what posts have prioritized. That sets up a basis for tactical decisions and evaluation, as well.

All good news. So what's the problem?

Nurturing Needed

The "strategic cycle" (Washington's term for the planning suite) is new and fragile, and it is planted on stony ground.

While compliance was good the first year, deeper buy-in is far from guaranteed. There is a school of thought that "you just can't measure success" when trying to change attitudes; so why try?

It is easy to treat the scheme as merely a paperwork exercise. Creating and following a strategy is a new discipline for most PAOs—one that has been neglected since State took over the PD function in 1999. Planning and logging activities involves the whole section—Foreign Service and local employees—and takes time, which is in scarce supply in the PD business.

The electronic tools are being improved, but will require further refinement. And that involves long-term budget support.

This second year of the initiative is critical. PAOs in the Near East and South Asia are only now submitting their first implementation plan. The Integrated Country Strategy exercise, a missionwide

It's a campaign approach—setting a strategy to solve a problem and evaluating progress at regular intervals.

prerequisite for the PD Implementation Plan, was due last January for those regions. Public affairs officers will need incentives and training to adopt the new mindset. Regional bureaus will need to enforce compliance and use the system's capabilities. And R will need to continue providing both thought leadership and money. It will take several years for the new system to become the norm.

The payoff will be a more muscular public diplomacy. It's a campaign approach—setting a strategy to solve

a problem and evaluating progress at regular intervals.

Instances of this new approach have been evident over the past few years. For example, the under secretary's office has allocated extra funds to posts on the basis of competitive proposals specifying desired outcomes. That rewarded strategic thinking. This past year, the Washington PD bureaus have been conducting campaigns to advance global policy issues and cultural exchange initiatives.

Public diplomacy is about more than

getting people to like America. It is an instrument to promote change and sway audiences in ways that benefit the United States: an investment treaty, perhaps, or military cooperation, or action to combat disease or limit damage to the environment.

The entire country team has a stake in making PD more strategic. The public affairs section is meant to be a full partner with the political, economic and other mission elements. The new tools and approach of the PD strategic cycle enhance the capabilities of the embassy at large.

Leaders in Washington, and especially those posted abroad, should give public diplomacy's strategic cycle the support that it needs. ■



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Building a Foreign Service for 2025 and Beyond

From the Director General, a look at plans for harnessing talent for the front lines of diplomacy in an increasingly complex world.

BY ARNOLD CHACÓN AND ALEX KARAGIANNIS

In recent years *The Foreign Service Journal* has published admirable analytic studies examining the State Department's human resources, budgets and diplomatic capacity. To cite just a few: "Pursuing the Elusive Training Float" and "Fostering a Professional Foreign Service" by Shawn Zeller and Ambassador Ronald Neumann, respectively (July-August 2012); "The Hiring Pendulum" by Shawn Dorman (October 2012); and "A Midterm Management Assessment of Secretary Clinton" by Ambassador Tom Boyatt (November 2011).

Other useful reports include McKinsey & Company studies; the Center for Strategic and International Studies' "The Embassy

of the Future;" the Foreign Affairs Council's biennial reports; the American Academy of Diplomacy and the Stimson Center's 2008 report, "A Foreign Affairs Budget for the Future;" and AAD's 2012 "Diplomacy in a Time of Scarcity." AAD's newest report, "American Diplomacy at Risk," released in April, recommends additional ways to strengthen the State Department.

The department values and draws from these insights. To enhance our institutional and human resource capacity, we look to shape and strengthen the Foreign Service workforce we will need for 2025 and beyond. It is essential we do so, urgently and smartly, if we are to advance America's values, interests and national security goals—broadly defined—over the next quarter-century.

Challenges

Looking at the landscape ahead of us, the United States—and more particularly the State Department and the Foreign Service—confronts three separate but interrelated challenges.

First, we face an unprecedented array of external threats and dangers that demand our attention and leadership. Today's international environment is characterized by forces of disruptive change—messy, fast-paced and producing instability and unpredictability. Although the dangers of Cold War-era nuclear confrontation are not as great and immediate as they once were, other challenges have arisen that are more complex, virulent and dynamic than even just a generation ago.

Some are urgent and acute, requiring immediate action; oth-



Arnold Chacón, a career member of the Foreign Service, was sworn in on Dec. 22, 2014, as Director General of the Foreign Service and Director of Human Resources. Prior to that, he served as ambassador to Guatemala (2011-2014), deputy chief of mission in Madrid (2008-2011) and deputy executive secretary in the State Department's Executive Secretariat (2005-2007). He has also served in Latin America and Europe and at the U.S. Mission to the United Nations in New York.



Alex Karagiannis is a senior adviser to the Director General. A career member of the Foreign Service, he has previously served as DCM in Sofia, as an office director in the Bureau of European and Eurasian Affairs (twice) and as a visiting associate professor at The George Washington University.

We face an unprecedented array of external threats and dangers that demand our attention and leadership.

ers are chronic and protracted, but still require relentless attention. Some must be contained and managed; and others require concerted, collaborative intervention over a sustained period of time. Even a partial list of the challenges is dizzying:

- Interstate conflicts, border incursions and so-called “frozen” conflicts that threaten established norms of international behavior and longstanding negotiated agreements;
- Intrastate conflicts, including civil wars, and the flows of refugees and internally displaced persons they generate;
- Failed and failing states that affect a wider region;
- Nonstate actors, many of them lethal and capable of destabilizing whole regions (e.g., the Islamic State group, Boko Haram, al-Qaida in Yemen and al-Shabaab in Somalia);
- Transnational threats, most notably terrorism and violent extremism;
- Narcotics trafficking, organized crime and trafficking in persons;
- Cyberthreats, an increasingly acute risk;
- Nuclear, biological, chemical and missile proliferation;
- Economic and financial challenges, including disruption to energy supplies and extractive industries;
- Challenges to the rule of law, internal governance and civilian justice, including human rights abuses;
- Environmental and climate changes, which put pressure on food security, supplies of water and other natural resources; and
- Health-related issues, including pandemics and virulent pathogens that ravage populations and sow fear.

Given the speed of transportation and information, the relentless news cycle and the social media revolution, we often face very short response times—whether to address the substance of the challenge or to get out our message about what we are doing. In many cases, analyzing the problem is relatively easy; devising prescriptions is harder, and applying a remedy harder still.

A Crowded Arena

Second, we must deal with a more complex domestic environment. From a high point during the Truman administra-

tion, the State Department’s preeminence in foreign policy has waned. Executive-legislative dynamics—notably, in regard to prerogatives, authorities, policy priorities and budgets—have affected the role and capacity of State and other departments in foreign policy.

Since 1945, and particularly since 2001, many more federal departments and agencies participate in foreign policy advocacy and execution. Congress, with its committees, powerful chairs, caucuses and activist individual members, is a consequential player.

Other actors have entered the foreign policy arena, as well: states, cities and localities; nongovernmental organizations, policy advocacy groups, and constituency, trade and commercial groups; the media; and the courts, usually via cases brought before them contesting prerogatives, legislative acts, obligations and rights, and compensation for terrorist acts.

The department must take that complexity into account.

Institutional Growing Pains

Third, the State Department has internal stresses arising from feast-and-famine hiring and from institutional growing pains. Over the past 15 years, the department has undergone a significant transformation. Even more than before, we need great employees from diverse backgrounds, who are prepared to serve in tough places and do tough things.

We have gone through institutional shifts, folding in the U.S. Information Agency and the Arms Control and Disarmament Agency and forging a new relationship with the U.S. Agency for International Development. After 9/11, we added bureaus for Energy, Conflict Stabilization and Counterterrorism. We restructured other bureaus, shifting personnel to where they were most needed and staffing “mega” embassies. We added 500 Arabic-language speakers and 40 Pashto speakers. And we opened 20 posts in Muslim countries and focused greater attention on religious freedom, anti-Semitism, trafficking in persons, global health and global women’s issues.

Since 2002, the Foreign Service has grown 42 percent, with 22-percent growth since 2008. (On a parallel track, State’s Civil Service has grown 45 percent since 2002.) One-third of the Foreign

From a high point during the Truman administration, the State Department's preeminence in foreign policy has waned.

Service now has fewer than five years of experience, and more than two-thirds have served or are now serving at hardship posts.

That earlier surge in hiring has now screeched to a halt, barely keeping pace with attrition. And the outlook is for continued fiscal tightness, even as we risk losing seasoned employees with exceptional experience and expertise to retirement, selection-out or resignation as the economy improves and large cohorts compete for a relatively static number of promotion opportunities at higher grades. The large intakes from the Diplomatic Readiness Initiative and Diplomacy 3.0 now confront the predictable tightening of promotion rates as the number of higher-graded positions naturally tapers at mid- and senior levels.

All these trends put a premium on more, and better, employee engagement.

Foreign Service 2025

We can predict with high confidence that over the next quarter-century, the world will continue to be a messy place that requires U.S. leadership. We can also forecast that more, not fewer, U.S. stakeholders will look to participate in foreign policy formulation and execution. That means we as a department must be much better managers, especially with regard to our talented employees.

The diplomatic knowledge, skills and competencies that have always marked Foreign Service excellence will be in greater, not lesser, demand. At the same time, President Barack Obama and Secretary of State John Kerry have challenged us to be more flexible—to adapt and learn at a much more accelerated pace—and achieve results that matter.

With that mandate in mind, the Bureau of Human Resources is committed to an overarching goal: to recruit, retain and sustain a diverse workforce geared to succeed in 2025 and beyond. We are moving forward on three tracks.

First, we are partnering with AFSA to develop and implement a professional code of ethics for the Foreign Service, based on our core values of accountability, character, community, diversity, loyalty and service. Bringing these values into sharper relief—and tying them to who we are and to what we do that is

unique and consequential for our nation—is essential for our conversations with Congress and the American people. We not only want to forge a more capable FS 2025 workforce, but also communicate our accomplishments strategically and well.

Second, we are focusing on improving operational effectiveness. One component is workforce flexibility: tapping into and expanding family member employment; and better using limited non-career hiring to meet short-term needs, notably for consular responsibilities. Another component is work-life wellness that builds employee empowerment and boosts morale and productivity.

We will also push greater Service efficiencies through standardization, regionalization and centralization of support functions, with an emphasis on impact—attaining diplomatic and foreign policy goals. By reducing structural rigidities, bottlenecks and complexity, employees can devote less time to internal coordination tasks and more time to delivering on goals.

Third, we want to devote greater resources to professional development. Partnering with the Foreign Service Institute and the Management Bureau's Office of Management Policy, Rightsizing and Innovation, we are using the Culture of Leadership initiative to better align recruitment, training, bidding and assignments, and employee performance management. FSI is revamping many of its courses to concentrate on concrete, practical training and coaching, not just mentoring.

Within HR, we are advancing in three areas:

- Recruiting and developing talented employees with diverse backgrounds (through internships and fellowships, and disability hiring), expanding our marketing strategies and underscoring our merit-based system;
- Enhancing and integrating leadership and management skills (mandatory supervisory training, coaching for chiefs of mission and their deputies); and
- Undertaking performance management and assignment reform (new FS employee evaluation form, overhaul of selection board operations, improved recognition and rewards, modernized assignment system, and targeted details beyond State).

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The State Department has internal stresses arising from feast-and-famine hiring and from institutional growing pains.

want to return time and value to employees, and accentuate personal growth and development. We are switching from a model that evaluates the six current competencies to one that appraises effectiveness, which integrates and implements the competencies, in three areas: people, policy and programs.

Our goal is not merely evaluative, but to build employees' professional development, providing training and support so they become effective leaders, managers and diplomatic practitioners.

Continuity and Transformation

The Foreign Service is America's front line. We are in the information business: identifying, analyzing, disseminating and making recommendations to prevent, preempt or solve problems. We are also in the networking business: identifying and cultivating programmatically influential people in all fields. And we are in the advocacy business: discussing, negotiating, persuading and convincing others to act with and for us.

None of that will change. We will continue to equip our employees with the resources and tools to succeed in an increasingly turbulent world.

At the same time, we know we are not the Foreign Service of 1950, 2001 or even 2010. More than ever, we need the very best people: the ones who see past the horizon; who are curious, innovative, tenacious; who show initiative, judgment, resilience, adaptability and perseverance. We've always had those employees, but it's more important than ever to attract and prepare a workforce for the future, bearing in mind that such attributes are often best learned and honed through real-life experience.

The reforms we are launching are designed to do just that: build capacity, experience and perspective. We will retest, reevaluate and refresh policies and programs constantly. Our partnership with AFSA can both drive and smooth these changes.

A Foreign Service geared to and equipped for 2025 is not built in a day. But we are committed to that transformational goal. ■

Karachi Rocks The Vote



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CG Dodman discussing American democracy with local students on election night, November 2012.

PUBLIC AFFAIRS/CONSULATE GENERAL KARACHI

Effective Diplomacy After Benghazi

Adjusting to regularly changing threat levels while still engaging with society and getting diplomacy done in one of the world's most dangerous cities—it's all in a day's work at Consulate General Karachi.

BY MICHAEL DODMAN

Just as they did on Sept. 11, 2001, the events of Sept. 11, 2012, changed the operating environment for overseas posts. New procedures put in place after the tragic events in Benghazi led to changes that continue to be felt in the field today.

I was an active player in that process as the newly arrived consul general in Karachi in the fall of 2012. We had to adjust our daily operations based not just on changing threat levels, but also on shifting perceptions of what constituted acceptable risk.

By some counts, there were more demonstrations against the anti-Islam video "Innocence of Muslims" in Karachi than anywhere else in the world. A Sept. 21, 2012, march by more than 100,000 protesters not only shut down the city of 20 million people but resulted in many casualties, prompting the State Department to briefly draw down half our staff. While no other day during my

two years in Karachi quite compared to that one, it was not that far from our daily reality.

One of the world's most dangerous cities, with a large Taliban presence and a history of violent conflict along ethnic, linguistic, sectarian and political lines, Karachi is also Pakistan's business hub and home to the port that is critical to the country's economy and to U.S. engagement in Afghanistan.

As befits a country as complex as Pakistan, there is a strong undercurrent of anti-Americanism in Karachi. But it exists alongside a respect for the opportunities and values that the United States represents, as well as nostalgia for the close relations the two countries have enjoyed at various points over the last 60 years.

Karachi is a city that matters to the United States. That is reflected in our large consulate general, and in our robust development, counternarcotics and public diplomacy programs. Doing our job requires getting out into the city and province to report on developments and trends, conduct oversight, engage the media and students, and promote American business.

And that is what we did. As the threat level fluctuated, we sometimes had to cancel or postpone trips and meetings, or go into lockdown. Perhaps we overreacted to some situations. But the point is that despite the increased level of post-Benghazi scrutiny from Washington, we were able to travel regularly in the city and the province. As a result, we conducted and monitored large public diplomacy and assistance programs and engaged civil society; we supplied Washington with analysis on what was happening; and we supported many official visitors.

Here are some lessons about conducting effective diplomacy in a high-threat environment that I took away from this experience.

❖ Mitigate Risks with the Right Resources

Every movement an American staff member made in Karachi, whether to the barber shop, a national day reception or a ribbon-cutting ceremony, was planned in advance. Every trip out of



Michael Dodman, a Foreign Service officer since 1988, was consul general in Karachi from July 2012 to August 2014, and won the 2014 Ryan C. Crocker Award for Outstanding Leadership in Expeditionary Diplomacy for his work there. He is currently director of the entry-level career development and assignments section of the Bureau of Human Resources.

By some counts, there were more demonstrations against the anti-Islam video “Innocence of Muslims” in Karachi than anywhere else in the world.

town needed advance security inspections and coordination with local officials.

With roughly 50 permanent American staff positions in Karachi, this level of effort required significant resources: American and local security personnel, trained drivers and bodyguards, sufficient armored vehicles, and the budget to support all this. We were lucky. With Pakistan a high priority for the United States, we had the budget and personnel to maintain the tempo of operations we thought appropriate. We could also take people off compound for shopping, recreation and cultural events.

I should note that all of the procedures above were in place well before the Benghazi attacks, so we didn't have to reinvent the wheel. That enabled us to respond appropriately to changes in threat levels, and assure Washington that we were taking all necessary precautions.

In Karachi we were lucky to occupy a purpose-built, secure and comfortable compound that had been constructed after attacks on our old facility during the previous decade. This allowed us to conduct operations effectively, but also to hunker down safely when external threats required. Having the tools at our disposal to manage threats gave me the confidence to approve off-compound travel and permit incoming visits, and to argue against drawing down staff.

❖ Set Clear and Consistent Procedures

Consulate General Karachi's rules governing travel and engagement reflected local conditions, which differed from those in Islamabad, Peshawar and Lahore. As long as everyone understood and adhered to these policies, our operations could proceed with a good degree of predictability and an expectation of safe movement. Of course, life isn't always that simple, particularly with a large stream of temporary staff, regular staff turnover and the vicissitudes of Karachi. We compensated for those variables in the following ways:

- Strict adherence to standard operating procedures from the top down;
- Concrete and specific briefings for all new staff from a Regional Security Office that understood that positive customer

Consul General Michael Dodman opening a USDA-sponsored promotion of American food products at a Karachi supermarket, July 2014.



PUBLIC AFFAIRS/CONSULATE GENERAL KARACHI

service helps deliver improved security outcomes;

- Regular communication with offices at Embassy Islamabad (the origin of most of our visitors) about conditions and procedures in Karachi, coupled with support from the front office; and

- Consistent messaging from the consul general in town halls and other settings emphasizing the importance of security procedures, and warning that violations would have consequences.

❖ Build Resilience and Common Purpose

Despite the difficult operating environment, Karachi enjoyed high morale. As a result, the restrictions imposed by our security procedures, and the impact of inevitable setbacks—lockdowns, trips cancelled after exhaustive preparation, etc.—had a less negative impact.

Many factors contributed to this. Some I inherited, including strong local employees, a secure and comfortable compound, and ready access to an airport that made rest-and-recreation trips and weekend getaways convenient. But I also made fostering resilience in my team a priority every day, in the following ways:

- **Communication.** Everyone in Consulate Karachi—American or Pakistani, permanent or temporary staff—knew what our

Doing our job requires getting out into the city and province to report on developments and trends, conduct oversight, engage the media and students, and promote American business.

mission was and the conditions under which we were operating. Town halls, all-hands emails, regular Emergency Action Committee meetings and lots of management-by-walking-around made sure of this.

- **Work-life balance.** I not only encouraged all American staff to take their R&Rs and any other leave they needed, but strove to model the behavior I expected of others by limiting work on the weekend. I also partnered with the local employee association, the Community Liaison Office and (especially when we didn't have a CLO) a committee of volunteers to plan and sponsor social events: happy hours, cricket matches, holiday baskets for our 600-person local staff and parties for their families, cooking classes, trivia nights, etc.

Paying for these sorts of morale-builders often required me to go out of pocket, but it was well worth that personal investment to strengthen Team Karachi's resilience.

Every movement an American staff member made in Karachi was planned in advance.

❖ Form a Seamless Partnership with the RSO

Consulate General Karachi's security team was an integral part of everything we did. Our success would not have been possible without the unity of vision and purpose that I shared with my regional security officers, in particular. I was lucky to have enough RSO staff, but also the right people. They looked for every opportunity to say "yes," even when saying "no" would have been easier. And they shared my commitment to customer service and communication.

But beyond resting on the comfort of having strong RSO staff, we made sure that we carefully managed post-Benghazi security requirements by:

- *Looping in the RSO.* Every trip, visit and engagement required advance planning, and someone from the RSO shop was always present from the start, so there were no surprises.

- *Running effective EAC meetings.* As you might imagine, our Emergency Action Committee met very often. Before each session, the RSO and I conferred to set the agenda for the meeting, focusing on the messages Washington needed to hear coming out of it. This kept the gatherings efficient and made them as useful as possible.

❖ Coordinate Closely with Washington

The most important thing I learned from my two years leading Consulate General Karachi is this: Successful diplomacy in a high-threat post depends on understanding Washington—and, for a constituent post, the embassy as well.

There is no use complaining about the "10,000-mile screw-driver." Today's technology guarantees that no overseas post will ever operate with the sense of autonomy and distance from the flagpole that we once did. The key to managing and succeeding is

constantly taking the pulse of Washington, and anticipating information demands—both to avoid surprises and (hopefully) head off directives you disagree with.

I thought I had done a good job meeting the key Washington players during consultations before I went to post. But events in September 2012 and later,

particularly the spring 2014 attack on Karachi Airport, made me realize I hadn't even scratched the surface in terms of everyone who had a say in operations at my post.

Success in navigating the shifting waters of Washington, particularly from a constituent post, required:

- Regular and open communication with the desk;
 - Understanding the State Department and interagency decision points, and the importance of EAC cables and other channels of communication;
 - Earning the trust of Washington decision-makers; and
 - Building and maintaining a close partnership with the embassy front office and country team, including spending a few days every month in the capital.



CG Dodman enjoying a performance by Sufi musicians during a visit to northern Sindh province, February 2013.

PUBLIC AFFAIRS/CONSULATE GENERAL KARACHI

Success Is Possible

The robust diplomacy we carried out in Karachi used all

the tools at our disposal. Our team developed political and civil society contacts, promoted U.S. business interests and our core development objectives, facilitated legitimate travel to the United States, and touched countless lives through education programs, social media and even televised cooking shows.

The tragic events of September 2012 altered our operating environment, just as emerging local and global threats did. These often affected what we could do from day to day, but they didn't stop us from doing our job. Nor, I believe, did they appreciably limit the impact of our work.

The main lesson I took away from my time in Karachi was that, even in the post-Benghazi era, U.S. diplomats can successfully engage in high-threat environments—if they have the right resources, foster a strong and unified team, and understand Washington. ■

Diplomatic Security Triage in a Dangerous World

Security professionals must balance risks against the requirements of diplomatic engagement.

BY ANTHONY C.E. QUANTON

The buck stops at the regional security officer's desk. All security officers know that, yet few of their colleagues acknowledge it. This dichotomy is at the heart of the ongoing tension between security professionals and the diplomatic staff of our embassies and consulates.

When there are failures, the security officer will be at the center of after-action investigations, including Accountability Review Boards. These investigations will start with the assumption that in some way the RSO was negligent in carrying out assigned responsibilities. The recent dramatic attack on Ambassador Mark Lippert in Korea and the ongoing debate about what happened in Benghazi are but the latest examples of this phenomenon.

Outside critics want to know whether the RSO took all appropriate steps to protect Ambassador J. Christopher Stevens in Benghazi. And did Amb. Stevens take all appropriate steps to



REUTERS

U.S. Ambassador to China James Sasser peers through the heavily-damaged door of Embassy Beijing on May 10, 1999, following two days of attacks by Chinese protesters over NATO's May 7 bombing of the Chinese embassy in Belgrade.

protect himself as he carried out his duties as chief of mission? While it isn't useful to get into the substance of that highly charged debate, several senior Diplomatic Security Bureau heads did roll in the aftermath of Amb. Stevens' death, and a great deal of attention was focused on specific security measures that were (and were not) taken at the facility in Benghazi. The same may now be true with the attack in Seoul.

Such incidents should give us pause and prompt us to ask how security professionals can do their jobs in an extremely



Anthony C.E. Quanton, a retired Senior Foreign Service officer, is currently a Distinguished Diplomat-in-Residence at American University. From 1992 to 1995 he was assistant secretary of State for diplomatic security. He also served as ambassador to the Central African Republic, Nicaragua, Kuwait and Peru.

dangerous world, particularly when so much second-guessing goes on? We all know there is no perfect security; we cannot protect all of our overseas personnel all of the time everywhere. Some element of risk goes with the practice of diplomacy. It is, however, the security professional's job to minimize that risk, making possible the conduct of diplomacy while protecting information, facilities and personnel as much as possible.

The solution is triage: balancing risks and threats against the requirements of programmatic and diplomatic activity in dangerous foreign environments.

Conducting Triage

For many years, the United States government has tried to calculate risk in a systematic way. As early as the 1990s, every post in the world, whether large or small, was placed in a series of threat categories (critical, high, medium, low) related to terrorism, crime, political instability and technical vulnerability. These designations were worked out by DS professionals in collaboration with the intelligence community and diplomatic personnel abroad.

These early efforts were designed primarily to assist decision-makers in determining what resources, both human and financial, should be deployed and where they were most needed. It was assumed that meaningful distinctions were possible and that threats were not universal.

Unfortunately, since then it has become clear that terrorist threats exist virtually everywhere, from Ottawa and London to Tripoli and Sana'a. Some are more obvious than others, or more likely to happen, but the reality is the same: Terrorists can carry out a unilateral attack almost anywhere in the world if they are willing to sacrifice their own lives to take the lives of others. Good intelligence can minimize that risk; good security can mitigate the damage in terms of both physical destruction and loss of life, but no system is fail-safe.

In the 30 years since Admiral Bobby Inman completed his report on diplomatic security for the State Department in the aftermath of the 1983 Beirut embassy and Marine barracks bombings, there has been a steady reinforcement and strengthening of embassies and consulates around the world. The Inman Commission recommended a multibillion-dollar program of embassy construction.

The new facilities, officially known as New Embassy Compounds, are characterized by increased setback, blast walls, strict fenestration standards for windows and myriad access

We all know there is no perfect security; we cannot protect all of our overseas personnel all of the time everywhere.

controls. Their purpose is to address the vulnerability of embassies and consulates to street-level truck and car bombing, as well as a general lack of focus on security in many overseas missions.

Although State pushed for substantial additional resources to construct new embassies in the most vulnerable locations in the Middle East and Latin America, Congress never appropriated enough funds to build all the chanceries needed to carry out Inman's recommendations. As a result, disaster struck again in August 1998 with the bombing of our missions in Nairobi and Dar es Salaam.

A new task force was appointed under the leadership of Admiral William Crowe. His report reiterated many of the same recommendations contained in the Inman report, but emphasized the need to move embassies from vulnerable downtown locations to new premises where enhanced security measures could be put in place.

Notwithstanding massive increases in the DS budget and the construction of dozens of new embassies, many vulnerabilities remained. Even after applying diplomatic security triage, the department struggled to identify the posts which were most at risk or where the facilities were most lacking in state-of-the-art protection.

In fact, resources have never been adequate to do all that needs to be done to protect all U.S. staff overseas. To be sure, we have made real progress, so that it is now very difficult for criminals, terrorists or hostile security services to gain access to our facilities. Yet weaknesses remain, particularly when host governments do not live up to their responsibility to protect diplomatic premises.

To the great frustration of many security professionals, efforts to tighten security often meet resistance at overseas posts. During my time as assistant secretary of State for diplomatic security in the 1990s, ambassadors frequently complained if their threat levels were raised even one notch. They simply did not subscribe to the new reality of pervasive threat, worrying more that their staff would not be able to carry out their assigned responsibilities if all DS recommendations were put into place.

A U.S. Marine talks with an FBI investigator in front of Embassy Dar es Salaam on Aug. 15, 1998. Eight days earlier, bombs had exploded almost simultaneously there and at Embassy Nairobi, killing 224 people and wounding more than 5,000.



AP PHOTO/BRENNAN LINSLEY

Striking a Proper Balance

Despite those objections, freedom of movement has already been severely constrained in many high-risk countries, many of which have even been designated unaccompanied posts. Heavy travel restrictions are in place for U.S. government employees, and whole cities and regions are off-limits.

This, then, is the dilemma the Foreign Service faces: Does modern security make diplomacy too difficult, if not impossible?

Do access controls, designed to keep malefactors out, also keep out our own citizens, critical sources of information or the wider foreign public whom we seek to influence? Does a preoccupation with security outside the official compound lead to unnecessary travel restrictions?

Does the need for all staff to travel in fully armored vehicles, or for an ambassador to have bodyguards, inhibit the practice of diplomacy? In short, is it now too difficult for officers to get out to gather the information they need or to interact with foreign officials whom they wish to influence, or to carry out essential program management and oversight?

Based on my experience in the field and in Washington, I

Congress never appropriated enough funds to build all the chanceries needed to carry out the Inman Commission's recommendations.

would have to say such concerns are somewhat exaggerated. When I was ambassador to Lima from 1989 to 1992, at the height of threats from Shining Path insurgents, our designation as a critical terrorist threat post never prevented me from carrying out my responsibilities.

Yes, I chafed under much of the protection and the occasionally intrusive steps required when I wished to travel outside the capital or attend a social event. But even though my entire staff and I were living under the constant threat of rocket attacks, car bombs and kidnappings, our team of RSOs made it possible for us to do our jobs and even travel to remote parts of Peru.

Similarly, as DS assistant secretary, I traveled to critical-threat posts on every continent to see for myself how our enhanced security policies operated in real life. I found that

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This, then, is the dilemma the Foreign Service faces: Does modern security make diplomacy too difficult, if not impossible?

RSOs were committed to meeting the needs of chiefs of mission and their staff members to conduct diplomatic business, and I am confident that is still true today. To be sure, sometimes complex special procedures were in place which imposed delays, but at the end of the day most officers acknowledged and supported the security policies. These arrangements were not perfect, but the essential business of diplomacy carried on even in circumstances where there were very real dangers.

Not an Impossible Task

That said, there is an unavoidable price to be paid for enhanced security measures. Some foreign contacts are turned off from visiting what they sometimes call “fortress embassies,” and even those willing to run the security gauntlet have a hard time creating the easy and open relationships of the past. Limited resources can make staff travel more difficult.

One should not be Panglossian about the situation. There are tensions. There are resentments. And there can be unnecessary rigidity. However, protecting our diplomats must be our top priority. We can never eliminate all threats, but we can minimize them. Several U.S. ambassadors have been kidnapped and murdered, and numerous embassies rocketed and bombed. As the attack on Amb. Lippert demonstrates, our diplomats will remain targets.

Security officers and diplomats are all in the diplomacy business together, and must work for the collective good and safety of our missions. Diplomats must accept some restrictions, just as security officers must accommodate mission requirements.

Diplomatic security triage will be needed to balance risks and requirements in a world where America’s active role remains crucial. In short, we must manage risks in a dangerous world. Fortunately, this is not an impossible task. ■

Keeping Embassy Security in Perspective

A veteran FSO takes a critical look at risk tolerance—or the lack thereof.

BY JAMES L. BULLOCK

never met the late U.S. ambassador to Libya, J. Christopher Stevens, but along with many friends and colleagues I deeply mourn his untimely death. By all accounts, he was a gifted diplomat and a steadfast colleague, whose active engagement, language skills and cultural sensitivity demonstrated the very best of the Foreign Service and are traits we should both honor and transmit systematically to our new FS colleagues. Instead, in their zeal to minimize the risks inherent in representing our country overseas, some are drawing precisely the wrong lessons from Chris Stevens' sacrifice.

To put it bluntly, Amb. Stevens died because violent extremists attacked our consulate facility in Benghazi three years ago and killed him. Let's not blame him for doing his job. As Foreign Service personnel, together with other government civilians and



A pre-departure reception for Tunisian YES exchange students in 2013. Jim Bullock is at right.

employees of nongovernmental organizations who work alongside us in the field, we sometimes find ourselves “in harm’s way” because that is the only way we can do our jobs. Our objectives do not become less compelling just because some danger is involved.

I watched this over-emphasis on minimizing risk grow steadily during my three-decade Foreign Service career, and the phenomenon continues today. One way it manifests itself is in the “creeping militarization” of

our diplomacy. For a variety of reasons, soldiers are increasingly being asked to take over civilian functions overseas, and not just in countries with a significant U.S. military presence. Even functions that remain under State’s control, like embassy security, are now heavily influenced by military priorities and requirements. Embassies now have “force protection.”

But not all problems have military solutions. I say this as someone who hasn’t always been a civilian. In both high school and college I was in the Reserve Officers’ Training Corps, and I later spent several years as a naval officer before joining the Foreign Service. During all my years in the Foreign Service, I often worked with the military, as I do now in my work as a rehired annuitant.

A Trend Gains Momentum

When the U.S. embassy in Beirut was bombed in April 1983, killing 63, I went there on temporary duty to replace the wounded public affairs officer. Despite a fluid and dangerous situation,



James L. Bullock’s Foreign Service career with the U.S. Information Agency and the Department of State spanned almost 30 years, largely in the Bureau of Near Eastern Affairs, including several unaccompanied and danger-pay assignments. After retiring from State in 2009, he moved to Egypt to serve as vice president for institutional

advancement at the American University in Cairo. He is now back at State working part-time as a rehired annuitant, and also teaches, writes and volunteers.



COURTESY OF JIM BULLOCK

The April 2013 rededication of a plaque in memory of temporary staffers from Tunis killed in the 1983 bombing of Embassy Beirut. Presented by Beirut locally employed staff members to their colleagues in Tunis, the original was destroyed by the mob that attacked Embassy Tunis in September 2012. Viewing the plaque, at front left to right, are Information Officer Stephen Kochuba, PAO Jim Bullock and Ambassador Jacob “Jake” Welles.

I was allowed to drive myself around the city to keep our many U.S. Information Service programs on track.

A few months later, after suicide bombers struck the Multinational Force barracks in Beirut, killing 299, Navy Admiral Bobby Inman chaired a commission to review our overseas security procedures. His commission recommended, among other things, new construction standards for diplomatic compounds and expansion of State’s Bureau of Diplomatic Security.

DS was reorganized, and regional security officers began reporting directly to their deputy chiefs of mission rather than through their administrative (now called management) officers. RSOs were given larger budgets to manage, with broader liaison responsibilities. They focused on ensuring safe environments in which they and their colleagues could operate effectively. Everyone understood that being secure, by itself, could never be any mission’s



COURTESY OF JIM BULLOCK

Flowering cactus plants are a traditional security barrier in semi-arid Tunisia.

primary goal. I am not sure we all share that consensus anymore.

As other terrorist incidents followed, our security apparatus continued to expand—and became an increasingly public concern. In December 1988 Pan Am 103 was destroyed by a bomb, killing 243 passengers, 16 crew members and 11 civilians on the ground in Lockerbie, Scotland. An anonymous warning, transmitted in a State Department cable, had been posted at the U.S. embassy in Moscow, where journalists had access. Following complaints after the crash that the U.S. government should have shared the threat information more widely, a “no double standard” policy was adopted, resulting in more public scrutiny of embassy security decisions.

Ten years later, in August 1998, when truck bombs went off simultaneously at the U.S. embassies in Dar es Salaam and Nairobi, hundreds were killed or wounded. Again, DS received additional resources, at the expense of funds for programs.

And after the Sept. 11, 2001, attacks by al-Qaida, President George W. Bush launched the “Global War on Terror,” and everyone was talking about security. A new Department of Homeland Security began operations in March 2003.

Then, as I noted at the beginning of this piece, on Sept. 11, 2012, militants attacked a small, makeshift consulate compound in Benghazi, killing Amb. Stevens and three other American employees. Ever since, overseas security has been a club for politicians to use against one another. After the State Department’s Accountability Review Board sharply criticized State for “systemic failures” and “deficiencies” at senior levels, increased security was ordered worldwide.

The View Is Different from Outside

Meanwhile, I had retired in 2009 from my final Foreign Service posting, as public affairs officer in Paris. I had grown accustomed to all of the security procedures that had grown up over

Everyone understood that being secure, by itself, could never be any mission's primary goal. I am not sure we all share that consensus anymore.

the years. Subjecting our visitors to searches and metal detectors, and requiring them to leave their electronic devices at the door had become routine for us "on the inside."

But when I went to work for the American University in Cairo and returned to visit my former colleagues at the U.S. embassy there, I experienced those same layers of security "from the outside." Gaining entry to a U.S. embassy, even as a recently retired U.S. diplomat, was a real ordeal; it reminded me of a cartoon that ran in the *FSJ* following the release of the Inman Report. It showed a walled compound with no doors or windows, only a U.S. flag rising from within. Two puzzled locals are walking the perimeter. "How do you get in?" one asks. "You don't," the other

replies. "You must be born in there."

My former colleagues, however, could easily visit me at AUC, even though it, too, was a "high-value target" for those opposed to any U.S. presence in Egypt. The U.S. government continues to pour large amounts of grant money into the university and other NGOs to run

programs that Foreign Service personnel formerly would have managed. The difficulty in gaining access to embassy or USAID compounds is not, of course, the only reason for outsourcing; but it surely is an argument for working through outside partners.

When I returned to Washington, I signed up to work as a When Actually Employed reemployed annuitant. In late 2012 the Bureau of Near Eastern Affairs asked me, along with several other WAEs, to help staff our embassy in Tunis, which had been on "ordered departure" since a violent mob attack on Sept. 14, 2012, that had left both the embassy and the nearby American School seriously damaged. The embassy's core chancery building, recently built to Inman Commission standards, had kept the mob out, and not



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Ever since Benghazi, overseas security has been a club for politicians to use against one another.

a single embassy employee had been physically injured during an hours-long siege. The real problem was political, not physical: The Tunisian government had failed to respond effectively to the initial attack.

Nevertheless, still spooked by the news from Benghazi just three days earlier, Washington had ordered the evacuation of Embassy Tunis. Three months after that, I arrived to find one of the strictest security regimes I had ever experienced outside of a combat zone.

The embassy's Tunisian employees had shown amazing resilience and resourcefulness following the attack, working from their homes via email and fax to close out the fiscal-year books far from their evacuated American colleagues. For the public affairs section, that closeout involved hundreds of thousands of dollars in grants, which, despite the attack, continued to be disbursed. Managing those programs was one of the reasons I was

sent to Tunis. Otherwise, almost all public programs and other routine operations were suspended.

In addition to a small number of permanent American staff brought back, without dependents, a few others, including WAEs like myself, were gradually

brought in on temporary duty, mostly in security and construction-related positions. Tight restrictions were placed on official visitors, with prior authorization from State's under secretary for management required. All public diplomacy-related visits to Tunisia, including by regional support staff, were halted.

Outside, relative calm prevailed, even as the birthplace of the Arab Spring was undergoing the most important political transition in its history. Inside, priority was going to security construction and to maintaining a low profile. Temporary staff were initially lodged in remote hotels (some were later put into vacant houses) and driven to and from work in armored shuttles. In-country travel was discouraged, and representation was minimal.

I wanted to get out, to see old friends and contacts from my two earlier assignments in Tunis, and I felt I could really accomplish something important in that way—but there was little encouragement to do so. Reduced staffing severely curtailed most public outreach.

Security As the Primary Goal?

The one thing that was not limited was the security operation. Throughout my six months in Tunis, our staff meetings typically focused on security and construction issues. Across the entire mission, relatively few U.S. employees had outside contact work as their primary responsibility.

Off duty, I was generally able to move about Greater Tunis more or less freely. Thanks to email and Facebook, I found many old friends and contacts. Some had become "ancien régime," but they nonetheless offered an important window into our understanding of what was happening in Tunisia. Meanwhile, official Washington still had Benghazi in its teeth, and the focus was on security, not outreach.

Repeated requests by the embassy to go off ordered-departure status and bring back dependents were rebuffed. Yet just



COURTESY OF JIM BULLOCK

USIS staff with departing PAO Jim Bullock, center in striped shirt, in the courtyard of the American Center, Tunis, in 1996.



JIM BULLOCK

“Fortress America” looms along Tunis’ main highway, with high blank walls awaiting concertina wire, in 2013.

across the highway, the American School had put itself back into operation within days. Sure, there was still credible threat reporting—but we saw very little violence. Nearby, our posts in Morocco were still open, as was the embassy in Cairo, surely a more dangerous place.

The net effect of this continued security-first posture was to reduce the U.S. government’s presence and operational effectiveness in Tunisia at a crucial time. What program outreach we were doing was largely in the hands of NGOs, who could bring in staff and program support without an explicit green light from M.

The embassy’s public library (Information Resource Center) was essentially closed to the general public, both because advance clearance through the RSO was required for access and because the space itself had been requisitioned as the embassy’s training classroom. The public affairs section’s multipurpose room had likewise been taken over by temporary security staff. Since even routine access for outside visitors required 24-hour advance notice, I often met contacts at cafés just beyond the barbed-wire barriers.

Barbed wire atop and alongside high blank walls, running parallel to one of the country’s main highways, gave the embassy compound the look of a federal penitentiary. Once, I suggested to the construction folks that we use cactus (a traditional Tunisian security barrier) in place of the concertina wire, and add colorful “Info-USA” panels on the side of the perimeter wall facing the highway. The cactus, I was told, would be too expensive. (Compared to the overall cost of maintaining that huge compound on top of a reclaimed swamp?) The murals? Maybe, someday. (If anyone from the Bureau of Overseas Buildings Operations is reading this, please consider!)

Before I left for home in July 2013, I managed to hold one successful representational event—at a hotel. Shortly after that, at the embassy’s Fourth of July reception, I heard the ambassador assure a small and tightly controlled assembly that the United States would “never be chased from Tunisia” and that we were “there to stay.” I hope he’s right about that, but the temporary closure of 19 U.S. embassies and consulates worldwide the next month in response to various security concerns was not encouraging.



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The net effect of this security-first posture was to reduce the U.S. government’s presence and operational effectiveness in Tunisia at a crucial time.

“sending in the Marines” (or the 101st Airborne), let’s admit that it is almost never practical or desirable to apply purely military solutions to diplomatic security issues.

We need to maintain good “force protection,” of course, and we need to minimize mistakes, but we also need to get out

Getting Real Value for Risks Taken

When we decide to put diplomats and other civilian workers into a country, we need to ensure they have the tools they need to accomplish the tasks set for them. And because risk can never be eliminated, it must be managed.

Somehow few challenge the risks we face from tropical disease or endemic crime, only from politically motivated violence. For that, host governments have the primary responsibility to protect our official facilities under the 1961 Vienna Convention on Diplomatic Relations and the parallel 1963 Convention on Consular Relations. As politicians and pundits club each other with talk of

of our offices to do our jobs. That means tolerating a certain level of risk. As the recent knife attack on Mark Lippert, our ambassador in Seoul, demonstrates, we can never completely take the danger out of diplomacy. What we can do is take a critical look at security’s increasing share of our limited resources, and ensure that we get real value for the risks we do take.

If, as I have read, our overall budget for security is now four times our budget for public diplomacy, let’s reexamine our goals. Just “staying safe” cannot be primary. Let’s transmit to our next generation of diplomats those virtues and values Amb. Stevens gave his life for—and achieve real benefits for the nation. ■



Women Who Make a Difference: Reflections of a Foreign Service Wife in 1982

A Foreign Service spouse reflects on her experiences during the 1950s, 1960s and 1970s, when struggles for independence from colonial rule exploded throughout the developing world.

BY PATRICIA B. NORLAND

The life of a Foreign Service spouse offers one of the more interesting and rewarding pursuits—not without moments of sheer horror to be sure, but satisfying and raptly absorbing. That remains true today, in 1982, as the Foreign Service undergoes a period of strain and change. Salaries, never excessive, have fallen behind in the upper grades; and, as always, many choice diplomatic posts go to non-career appointees. Faced with this prospect, a number of good officers in their middle years are reassessing their onward opportunities and the advisability of remaining indefinitely among the “genteel poor” as school tuition and other expenses mount.

For wives, in particular, Foreign Service life presents new

Editor's Note: Patricia Bamman Norland passed away in May 2014 at the age of 94 (her obituary appears in the September 2014 FSJ). Wife of the late Ambassador Donald Norland, she accompanied her husband to posts abroad for 30 years and is the mother of three children who graduated from Georgetown University's School of Foreign Service and themselves became diplomats. This article is excerpted from an unpublished essay Mrs. Norland wrote in 1982 that her daughter Patricia (Kit), a career FSO presently serving in the Bureau of Educational and Cultural Affairs, recently shared with the Journal.

problems. Most young wives now are interested in careers of their own, both for their personal satisfaction and, increasingly, to supplement the family income. However, pursuing a career in law or biochemistry in Ouagadougou is not a simple matter.

Moreover, some young wives are not interested in—or do not have time for—the social aspects of diplomatic life: the entertaining or the philanthropic projects which have long been considered valuable contributions to the U.S. image abroad. The question has even been tentatively broached as to whether the diplomatic social round is any longer truly effective.

Perhaps the most dramatic change of all is in the physical danger that now lurks in many a foreign assignment; in the modern world, diplomats and their families are on the firing line. Few will soon forget the national trauma of the seizure of American hostages in Iran. During these years of change and upheaval abroad, hundreds of Americans have been evacuated from besieged embassies, and the list of U.S. diplomats killed in the line of duty is still growing: Ambassador Cleo Noel and his deputy, Curt Moore, in Khartoum; Ambassador Frank Meloy in Lebanon; Ambassador Adolf “Spike” Dubs in Afghanistan; and others in our far-flung missions.

Young Foreign Service officers and their spouses are apparently thinking twice about serving in these areas, as well they might. The very value of the Foreign Service itself is being questioned: Would skeleton staffs and electronic diplomacy suffice?

Mrs. Norland, husband Donald, and children (L to R) David, Kit and Richard, soon after arriving in the Netherlands in 1965.



COURTESY OF KIT NORLAND

Congress has offered some relief for the problems of career, safety and family in the Foreign Service Act of 1980.

Now for the Good News

Fortunately, there also seems to exist a rather firm belief that America will have ever greater need for effective diplomacy and a talented Foreign Service. And Congress has offered some relief for the problems of career, safety and family in the Foreign Service Act of 1980. In such projects as the Family Liaison Office, with its many branches in embassies, the State Department continues to seek solutions for the unique problems confronting its diplomats. And on the sidelines but vociferous, the American Foreign Service Association and Diplomatic and Consular Officers, Retired (DACOR), maintain a vigilant and effective stance.

It is also encouraging to note that the numbers of persons taking the Foreign Service entrance exams are in the thousands and increasing every year. And statistics seem to indicate that, for all her independence, the Foreign Service wife, with family, is still accompanying her husband abroad approximately 90 percent of the time. Thus, it seems improbable that the Foreign Service is

expiring; more likely, it is, as usual, evolving.

Since our first assignment in Morocco in 1952, changes have occurred more rapidly than ever in the Foreign Service way of life. From the beginning, one of the most appealing moments to me came when all the preparations for departure to a new assignment were complete and the front door closed behind us for the last time—a moment we were to experience some 14 times in all. Then sweet relief replaced fatigue. The difficult part was over; the great adventure lay ahead.

First came the initial stage of the trip, usually to pier side, along which lay the S.S. *United States* (the swiftest), the *Constitution* or *Independence* (the most cruise-like) or the *America* (the most fun). A Foreign Service friend has long contended that there are only two ways to travel: “First-class and with children.” The S.S. *America* came closest to combining the two. Unfortunately, these floating hotels have sailed away forever, and Foreign Service families must now fly on U.S. airlines, except in rare circumstances.

The problems in being children abroad seemed far more awesome in the 1950s than now. Ever since our daughter, Kit, was born in a small, reasonably immaculate French clinic in Abidjan, my own conception of health conditions in foreign countries has become more realistic.

The logistics of raising a family abroad have nevertheless increased in complexity. Where an international or American school or other accredited form of education is not available, the biggest wrench comes when the Foreign Service child must leave the family circle for school, usually in the United States. The British have long since adjusted to this problem as, seemingly without a tremor, they send their young ones off as early as the age of 8. For most Americans, there are sleepless nights and many sinking sensations. The problems of school, travel, friends, vacations, jobs, medications and other considerations for Foreign Service children are all real, and the Family Liaison Office has an important role to play.

But distinct advantages for children in Foreign Service life remain: new languages, friends of all nationalities and visits to such far-off places as the lagoons of the Seychelles, the high Atlas, the canals of Friesland and the incomparable Okavango. And there is also the opportunity to live in different cultures, not as a tourist but as a privileged resident. The latter is not something to dwell upon. One can only hope the family, both parents and children, will live up to and enhance the image of the nation that has sent them abroad.

As for the Foreign Service wife herself, the diplomatic life can offer infinite rewards: good friends (both foreign and from the embassy “family” itself), theater, shops, travel and, of course, a variety of excellent cuisines. While a recent symposium has concluded that “the role of the husband depends in no small part upon the wife,” much also depends on her husband’s position on the career ladder and where they reside.

A Daughter Remembers

When Dad died suddenly in December 2006, my Foreign Service spouse and I were studying language for a tandem assignment in Asia. We wanted Mom to come with us. That included packing two small plastic bins Dad had compiled of medical and other documents. Mom lived with us for five years, and then spent her last 15 months with my brother Dick and his wife, Mary, at the embassy in Tbilisi. After she died on May 20, 2014, I took a closer look at the bins—especially a brown file folder Dad had labeled “Pat’s Essays and Poems.”

The folder included a mix of writings. An essay penned at age 16 on the importance of the Merchant Marine that earned Mom her first foreign trip: England in 1937. A startlingly prescient 1941 college essay suggesting that “the great problem of our times is not how [a nation] becomes strong, but, rather, how to remain strong.” A poem, “To My Plane,” in which she asserts: “your wings make of me a god, stronger than a thousand straining horses, swifter than the wind, and free as hope to rise above war, peace, soil and sea, hate, laughter, love.” A hand-scrawled speech she gave at a school in Serowe, Botswana, in which she lauds “Sesame Street” to underscore the value of early-childhood learning.

And this 1982 essay, reflecting on 30 years of being “married” to the Foreign Service.

Mom intended to—but never did—submit this essay for possible publication by her alma mater, Wellesley College. Throughout her life, she was an ardent advocate of Wellesley and its mission to provide an excellent liberal arts education for women who will make a difference in the world. She took delight when two other Wellesley grads, Madeleine Albright and Hillary Rodham Clinton, became U.S. Secretary of State. When we lived in Laos from 2011 to 2012, then-Ambassador Karen Stewart, another Wellesley graduate, would come to our home, and she and Mom would dredge up lyrics to Wellesley songs.

Our parents instilled in their kids such a profound appreciation for the profession of diplomacy that the three of us joined the Service. Mom’s essay portrays the “public” part of public service on which our profession depends; she embraced her role and represented our country with poise and devotion. And, in her time, without remuneration.

She loved the Foreign Service life. She made lifelong friends. And she found it “raptly absorbing,” as this essay describes.

—Kit Norland, FSO

It was not the difference in weather between north and south, but the political climate that had the deepest influence on our lives and lent great interest to the years we spent in Africa.

From Africa to Europe, and Back

Our itinerary has taken us all over Africa and Europe, two continents offering distinctly different lifestyles. While in the northern European sphere, the procession of social events continued apace; the great surprise to me was to fall, as Americans seem to do, under the spell of history. In Paris we occupied part of an 18th-century country house, three blocks from Marie Antoinette's "Hameau de la Reine" in the park of Versailles. Later, during our five years in the Netherlands, we wandered along the cobblestone streets where the Pilgrims lived before setting sail; it was unexpectedly moving to hear the American ambassador speak on each Thanksgiving Day in the church where the Pilgrims worshipped. The days were filled with much activity, but living in Europe made it possible to observe up close its weathered bones and to look into the shadows of its history.

By contrast, in Africa, history was being made in the full glare of a hot sun. It was not the difference in weather between north and south, but the political climate that had the deepest influence on our lives and lent great interest to the years we spent there. This was the era of the African struggle for independence; between 1952 and my husband's retirement in 1981, the Third World literally exploded. During this period, 50 new nations were delineated on the map of Africa.

Our introduction to this powerful force came in Morocco, our first post and among the first African countries to gain independence. When we arrived, the French masters of the country were in the process of exiling the popular Sultan Mohammed V to Madagascar. Three years later, before leaving, the most violent uprisings and massacres by the local populace took place outside the capital, Rabat. But it was possible one sunny day to wheel our first baby to the cliff overlooking the Bou-Regreg River and witness the triumphant return of Mohammed V to independent Morocco where his son, King Hassan, now reigns.

In the Ivory Coast (now Cote d'Ivoire), the political climate was quite different. Here, President Felix Houphouet-Boigny had chosen the path of conciliation with France and development of his country. Our first Fourth of July reception was a milestone.

The usual heavy pall of heat had descended on the afternoon, and it was necessary to prepare the hors d'oeuvres for 200 guests with only one small refrigerator to keep things cool. But it was well worth the effort when the president himself came to the reception—a rare honor and a signal that he wished to undertake friendly relations with the United States.

Our first close brush with violence came later, in Guinea, where President Sekou Toure, a supposed Marxist who has nevertheless proved to be his own man, had chosen independence from the French community. Here, during a surprise attack on Nov. 22, 1970, by a small invading flotilla, apparently from Portuguese Guinea (now Guinea-Bissau), we found ourselves, throughout an entire night, stretched flat on the floor in the company of some equally prone members of the staff and Peace Corps, as bullets flashed past the windows and across the garden into the palm trees. The months of terror that followed were worse than the invasion. Except for diplomats, who were presumably immune to arrest, the residents of Guinea could not be certain who would end up in the sinister Camp Boiro Prison. It is to be hoped that Pres. Toure's current efforts to develop this potentially rich country with Western aid will yet bring benefits to a patient and gifted population.

Fond Memories

A happier meeting came in 1976 when my husband became ambassador to three very beautiful countries in southern Africa: Botswana, Lesotho and Swaziland. We found three independent countries, nurtured in the English parliamentary tradition and devoting their energies to the modernization process. In this they were abetted by a large and dedicated expatriate staff of experts from Europe, the United States (with extensive U.S. Agency for International Development programs), China and elsewhere, and by surprisingly generous grants of aid from Scandinavian countries. Everyone, it seemed, wished to help, and the resulting spirit of cooperation and energetic drive reminded one of the frontier days of America.

From these relatively peaceful lands, the wartorn country of



Patricia Norland, seated at center, joins daughter Kit, second from right, and Vietnamese-language teachers for the Tet festivities at the Foreign Service Institute in February 2007.

In March 1980, five months after our arrival in N’Djamena, civil war again broke out in the dead of night, with great ferocity.

Chad—our next and last assignment—brought us again into the vortex of evolving Africa. After the struggle for independence and a long civil war, the country was now poverty-stricken and unstable. Hundreds of uniformed African soldiers on the streets, all bearing Kalishnikov rifles, underscored a deep sense of foreboding felt throughout the country.

In March 1980, five months after our arrival in N’Djamena, civil war again broke out in the dead of night, with great ferocity. Members of the embassy staff, unable to leave their homes, hastily erected barriers of furniture and mattresses, while machine guns were fired from positions in their gardens and mortar rounds fell indiscriminately. Fortunately, foreigners and diplomats were not a target. Three days after the fighting began, a lull made possible an escape by car to the French air base on the edge of the city, with white flags on broomsticks signaling neutral status. All our possessions, with the exception of one handbag each, were left behind.

Those who were evacuated felt inordinately grateful to be alive, but the continuing plight of the Chadians, a kind and gra-

acious people, haunts the memory of all who were there. It was typical of this era that our view as we flew out of the capital was of explosions and mounting plumes of smoke.

The period in which Africa has achieved independence is drawing to a close. On lonely mountain slopes of the countries we came to know and in the dusty villages of the African bush, small health clinics and rural schools are beginning to blossom—albeit, tentatively. Now the battle to survive in the modern world, and to progress, is being waged.

Getting Involved in Local Communities

As many a Foreign Service wife has found, the almost unlimited needs of developing countries offer abundant opportunities to participate in the life of the local community. In Botswana, a small, enthusiastic American Women’s Club and the sturdy support of the embassy wives enabled the American community to join effectively in various health, educational and cultural projects, and to undertake some of their own.

Several American wives had full-time positions in the field of

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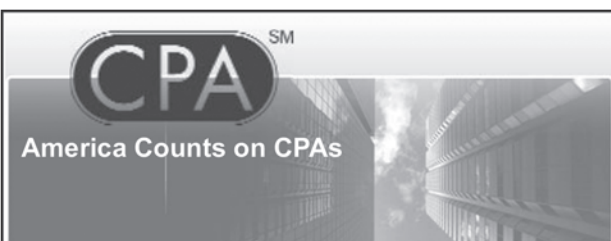


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Throughout our time abroad, it was our privilege to know many women who, in one way or another, were in the forefront of the hardships and drama of this period.

health and education that required them to balance domestic life with travels, near and far. One successful project, introduced under American auspices during the 'Year of the Child,' was a program whereby pre-school Botswanan children were given a kind of "Sesame Street" glimpse of school life by their first- and second-grade brothers and sisters. The approach has since been incorporated into the Botswanan school system.

Throughout our time abroad, it was our privilege to know many women who, in one way or another, were in the forefront of the hardships and drama of this period. When I think of the overburdened ministers in these emerging countries, the faces of their wives come also to mind: Gladys Masire, wife of Botswana's vice president; and Lena Mogwe, wife of its peripatetic foreign minister; as well as Mamie Kotsokwane and others in Lesotho and Swaziland.

The memorable times we shared were only a part of the duties they had long been performing: attending graduations and award ceremonies, and participating in activities of the Red Cross, YWCA, Professional Women's Association and other charitable organizations. There were also the fairs, benefits and bazaars, the military parades of the small defense forces, the official trips and receptions, the celebrations and funerals.

Then, as now, in recalling the remarkable individuals we have known in these young countries, there glimmered through my mind a familiar phrase from the past: Non ministrari sed ministrare (Not to be ministered unto but to minister), Wellesley College's motto.

Over the years, the women we met and worked with have been fully engaged in encouraging their countrymen to join in moving, for better or worse, into the modern world. Beneath their modesty lie strength and a great willingness to serve. The same, I dare say, is true of Foreign Service spouses, as well. ■



TIPS FROM THE BELLY OF THE PYTHON

How can we optimize our own professional development and strengthen the Foreign Service while negotiating a challenging mid-level passage? Here are some suggestions.

BY JOHN FER

Many of us in the mid-level ranks of the Foreign Service at the State Department face a professional challenge. Admitted to the corps during the hiring surge, we are now suffering the fate of “the pig in the python.” Our large numbers have overwhelmed the Foreign Service promotion pathways, slowing movement through them to a crawl.



John Fer joined the Foreign Service in 2009, and has served in New Delhi as a consular officer, in Managua as cultural attaché and in International Information Programs at the State Department as a regional policy officer. Presently, he covers Russia as a public diplomacy desk officer at State.

We are tenured and we’re no longer wide-eyed, but we probably don’t have much more responsibility than we did as junior officers. Moreover, we can expect to spend a significantly longer time at the FS-3 and FS-2 levels than has traditionally been the case.

If, like me, you are looking at the next decade as an abnormally long series of lateral moves until promotion, I’d like to offer a few tips, things that we can do ourselves to optimize our own professional development and at the same time help strengthen the Foreign Service.

Recognize the Unsung Heroes

As a band of Type-A overachievers, we know how important it is to be recognized for our efforts, but how much time do we put into keeping an eye out for the quiet, less visible contributions to the mission? While there is a wealth of information on general employee recognition, finding the unsung heroes can require

Until our organization focuses more on leadership, it's up to the mid-level employees to improve things from within.

a little more research and observation. Which processes run smoothly and why? Are the people doing the less “sexy” jobs like grants management, accounting, customer service and administrative support given their due?

Perhaps even more importantly, do your Foreign Service colleagues get the recognition they deserve? In a hyper-competitive, walk-on-water organization like ours, some genuine peer recognition can go a long way to boost morale and productivity.

Learn from Those with Institutional Knowledge

Locally employed staff, Civil Service members and contractors are essential to the functioning of the Foreign Service. During my tour in Managua, I learned more about the embassy from the senior custodian and motor pool supervisor than from anyone else in the mission. In the Bureau of International Information Programs, the Civil Service and contractors have served as a vital continuity mechanism despite frequent reorganizations.

We may complain about facing a promotion bottleneck, but what about our locally employed staff colleagues, who frequently face pay freezes, currency devaluation and other setbacks yet continue to support our missions around the world? Have you been to a locally employed staff association meeting? Do you know the names of the contracting companies that support your organization?

Master Your Craft

The mid-level years are the time to achieve mastery over the work of your career track, learn the art of “completed staff work” (see www.govleaders.org/completed-staff-work.htm), develop strong program management skills and practice leading teams. Straddling the boundaries between followership and leadership, while precarious at times, can also open new avenues for personal and professional development. Seeking an in-cone mentor, gathering peers in the same career track and helping locally employed staff members to understand the hows and whys of U.S. policy are all great opportunities to develop as an officer.

Are you the person that everyone wants to be a control officer or a site officer for visits and special events? Why or why not?

How closely is your professional development following the language of the employee evaluation report precepts? Speaking of EERs, how many of the programs for which you were lauded on your past EERs are still in effect today?

Confront Corridor Rep Gossip with Kindness

A friend of mine retold an adage she'd heard from a Senior FSO: “The EER system doesn't work, so all we can do is gossip to keep bad people from getting good jobs.” Organizations inevitably discuss individuals informally, as is the case at State; but employees can avoid the toxicity of gossip by asking thoughtful questions when negative chatter and speculation arises.

Better to try to understand and measure the perceived negative actions against State's leadership principles and core values, than to descend into conversations that will hurt others. Avoid the “let me give you a call” moments (when employees do not want to put anything negative in an email) by constructively describing fellow employees instead of bashing them. If we must gossip, let us gossip about the great things that people are doing. Sure, it's not as intriguing, but it will strengthen our organization.

Don't Wait to Practice Leadership

In an organization that only requires three leadership courses, it is a vital imperative for grassroots groups to join forces and better the Service through peer-led discussions and case studies. Until our organization focuses more on leadership, it's up to the mid-level employees to improve things from within.

Find peers who also want to make the department a better place to work. Go beyond the brown bag and seek to challenge each other professionally. Measure your discussions against the department's new leadership principles, and hold your supervisors accountable to the organization. It's okay to express a healthy sense of outrage in the face of egregious offenses such as yelling at employees, practicing “kiss up and kick down” and spreading “D.C. doesn't care about us” apathy, among others.

This trio can seriously compromise the Service. The harm of yelling is obvious; kiss up, kick down is more subtle, but still a tremendous problem and one that many feel sheepish to even identify, much less fight against. And “D.C. doesn't care about us” can bring entire missions to their knees (conversely, an empowered officer who fights against that mentality can really shake things up).

Targeting these behaviors may seem a bit edgy, but we need to be that way if we want to encourage the healthy sense of owner-

We may complain about facing a promotion bottleneck, but what about our locally employed staff colleagues, who frequently face pay freezes, currency devaluation and other setbacks?

ship for the State Department Foreign Service for which I argue.

In the Air Force, when someone crossed the boundary of our core values, we were encouraged to stand up and say, “Not in *my* Air Force!” This notion, probably borrowed from the Marine Corps, gave us all a sense of ownership in the organization.

The State Department’s core values are as follows:

Loyalty: Commitment to the United States and the American people.

Character: Maintenance of the highest ethical standards and integrity.

Service: Excellence in the formulation of policy and program management with room for creative dissent. Implementation of policy and management practices, regardless of personal views.

Accountability: Responsibility for meeting the highest performance standards.

Community: Dedication to teamwork, professionalism and the customer’s perspective.

Diversity: Commitment to having a workforce that represents the diversity of America.

When someone betrays them, we should not be afraid to say, “Not in *my* State Department!”

As State continues to develop its culture of leadership, we should look at the bulge in the python as rippling core muscles of human capital—an unprecedented peer network poised to lead by example in honing a profession of diplomacy which values every member of the organization. I sincerely hope that these ideas inspire productive discussion. ■

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The Family Liaison Office's Global Employment Initiative gets "LinkedIn"

Who:

All adult family members of the Foreign Service (all agencies)

What:

- Practical job search resources
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- Tips from Global Employment Advisors
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Where:

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FLO Global Employment Initiative (GEI)



AFSA Co-Sponsors ‘Distinguished Diplomat’ Lecture by Amb. Pickering

Ambassador Thomas Pickering delivered the second biennial Distinguished Diplomat Lecture at La Colombe d’Or Hotel in Houston, Texas, on March 19.

The American Foreign Service Association and the Center for International Studies at the University of St. Thomas in Houston jointly established the lecture series in 2013 to promote and deepen the region’s knowledge and understanding of the Foreign Service. The Center for International Studies is the oldest formal center for international studies in southeast Texas.

The Distinguished Diplomat Lecture is held soon after each federal election and is given by an eminent retired ambassador, who is asked to

Continued on p. 57



Career Ambassador Thomas Pickering delivers the second biennial Distinguished Diplomat Lecture, which was co-sponsored by AFSA and the Center for International Studies at the University of St. Thomas, in Houston, Texas.

CALENDAR

May 1
Foreign Affairs Day,
AFSA Memorial Plaque
Ceremony, and
AFSA Retiree Reception

May 3-9
Public Service
Recognition Week

May 6
12-2 p.m.
AFSA Governing
Board Meeting

May 8
12-2 p.m.
Film Screening
“Last Days in Vietnam”

May 10
9 a.m.
Third Annual Public Service
5K Run/Walk

May 11
AFSA Book Notes
“The Blood Telegram”

May 17-21
AFSA Road Scholar Program
Washington, D.C.

June 3
12-2 p.m.
AFSA Governing
Board Meeting

June 4
AFSA Election Ballot Tally

June 9
4-6 p.m.
AFSA Awards Ceremony

**AFSA ELECTIONS
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(SEE P.52)**

AFSA Scholarship Fund Receives Record-Breaking Gift

By all accounts, Linda K. Fitzgerald loved Foreign Service life. Her 21-year career as a Foreign Service specialist took her around the world, to posts in Europe (Helsinki, Paris and Warsaw), Asia (Saigon and Tokyo) and Africa (Tunis). It was not the typical path for a woman born in 1931 in the small town of Elyria, Ohio, but, it seems, Linda Fitzgerald was not a typical person.

When Ms. Fitzgerald died in December 2013 at the age of 82, she left a gift of \$950,000 to the AFSA Scholarship Fund, to be used for undergraduate college awards for children of Foreign Service employees. It is the largest memorial gift ever given to the AFSA Scholarship Fund.

Fitzgerald graduated from Miami University in Oxford, Ohio, in 1953. She joined the

State Department in 1962, and served as the political section secretary in Tehran for her first tour. Two years later she transferred to the United States Information Agency, where she worked until her retirement in 1983, providing all aspects of management support for USIA programs as an executive assistant.

“Linda was an incredibly

Continued on p. 56



Improving the Quality of Work/Life

One of AFSA's key priorities, as reflected in its 2013-2015 strategic plan, is to improve the quality of work/life for Foreign Service employees at all of our foreign affairs agencies.

This month, I discuss what AFSA has done at the Department of State. From making it easier to donate, receive or use leave to getting to and from work and taking care of one's child, AFSA is there working on behalf of you and your family.

New Employee Leave

Bank: In March AFSA signed the charter as a founding member of the new employee leave bank (STATE 22056). The bank provides a new mechanism for employees to donate and receive annual leave in addition to the existing leave transfer program.

AFSA partnered with the two Civil Service unions, AFGE Local 1534 and NFFE Local 1998, to negotiate the most employee-friendly provisions possible, including waiving the caps on individual leave contributions to maximize the number of hours available in the bank. Dozens of employees have been able to take advantage of the bank since it opened for business in March.

Short-Term Disability

Insurance: Many AFSA members have expressed interest in third-party short-term disability insurance to cover maternity leave. AFSA

One of AFSA's key priorities is to improve the quality of work/life for Foreign Service employees.

approached AFGE to learn more about its plan and see if it would be appropriate for our members located around the world. We also spoke with the American Foreign Service Protective Association, the third-party partner that offers the Foreign Service Benefit health plan, to see whether AFSPA might be able to offer a product for our members. We hope to be able to make an announcement about a new product offering soon.

Extended Leave Without

Pay: Spousal employment, an employee's own professional development and familial or personal obligations are all valid reasons for requesting leave without pay. However, the current system limits such time to one year, and State often takes a narrow view in deciding which applications to approve. AFSA has advocated a more expansive program that would enable employees to take multiple years off and plan for that time off in advance.

Such an extended leave-without-pay program could enable an employee's spouse to accept a two-year assignment in the private sector, an employee to pursue a two-year graduate degree, or a colleague to care for a relative for multiple years

without leaving the career and the Service they care so passionately about. AFSA worked closely with Quadrennial Diplomacy and Development Review Special Representative Tom Perriello and his office to include this initiative in the upcoming QDDR report.

Child Care Expansion:

AFSA has been a strong proponent of expansion of State's child care options to meet the needs of its transient Foreign Service population. Recent AFSA and State Department surveys (for State results of the AFSA survey see the April 2015 *FSJ*, the State survey results are available on the intranet). have confirmed that child care availability is a factor in deciding whether to return to Washington, D.C. The surveys also show that employee satisfaction with the department's child care facilities dropped significantly last year among generalist officers.

AFSA's number-one child care priority is expansion of FSI child care facilities, and the association is pleased to be working with the department on a project to double the number of childcare spaces there.

FSI Transportation

Options: Last summer AFSA inaugurated a new transportation option for FSI stu-

dents, staff and faculty—Capital BikeShare. Thousands of bicycle trips have been taken since, resulting in improved employee wellness, reduced parking congestion and less carbon emission.

AFSA also partnered with Arlington County to survey employees using FSI to see how we could make individual commutes easier, shorter and more environmentally friendly.

AFSA has proposed a number of improvements, including a new eastern campus pedestrian and bicycle entrance, and is working with the department to incorporate the ideas into future master plans and capital projects.

AFSA's work resulted in FSI being recognized as the department's first building to be acknowledged by Arlington County as a Gold transportation champion.

AFSA's focus on quality of employee work/life has already made it easier for employees to get to and from work and ensured that employees will have more options for leave, child care and transportation in the future. AFSA looks forward to hearing from you on this important employee priority. ■

Next month: Congressional Advocacy



Eligible Family Member Employment

Ensuring adequate employment opportunities for Foreign Service family members is becoming increasingly important, both for morale and retention.

Unlike the period prior to 1972, when an FSO's efficiency report included an assessment of how well his wife supported her husband's career by entertaining as many local officials as possible, today's Foreign Service mirrors the changing demographics of the United States, in which both spouses often want their own careers.

Eligible Family Member employment was on the minds of many of you who participated in the last AFSA USAID survey. Because of what that survey showed and what we learned from other sources, USAID now views EFM initiatives as a top priority—not only for FSO retention and morale, but also because it makes fiscal sense.

Many EFMs are highly skilled professionals, and employing them allows USAID to optimize its budget resources.

In the AFSA survey, increasing EFM employment came in as the fourth-highest priority. Ensuring equal benefits among Foreign Service officers was the highest priority labor management issue.

Significantly, however, one difference in the parity

Having employment options for spouses who want to work is critical to employee morale and retention.

of benefits highlighted in the survey feedback is that EFMs working at USAID are often not entitled to non-competitive eligibility for federal jobs in the United States—a benefit that State Department EFMs readily receive.

To delve into this and other issues, USAID has created the Office for Overseas Human Capital Initiatives, dedicated to EFM initiatives, it is led by Executive Officer Ann Posner.

OHCI is working in partnership with State's Family Liaison Office and the Office of Human Resources/Overseas Employment to identify better ways to support USAID's EFMs.

For example:

Family Member Appointments. USAID is partnering with State to formalize the FMA program from its 2004 pilot. FMA is the State Department hiring mechanism for Appointment-Eligible Family Members.

USAID can hire using the FMA mechanism in collaboration with State, previously, it has more commonly used other hiring mechanisms, such as personal service contracts.

When EFMs (an unmarried child under age 23, a spouse or a domestic

partner) serve in an FMA position for 52 weeks, or up to 2,087 hours (if part-time), they earn non-competitive eligibility status for future federal employment through Executive Order 12721.

USAID recognizes and encourages EFMs who have non-competitive eligibility to apply to status-eligible positions (i.e., Civil Service positions) in Washington, D.C.

OHCI's goal is to use lessons learned in this long pilot period to formalize the program and clarify the roles governing USAID and State's partnership. With better clarification and enhanced procedures, OHCI hopes to facilitate USAID's increased use of this mechanism.

Direct Communication. OHCI also seeks to establish direct lines of communication with EFMs, so all information doesn't have to flow through the employee. This would allow the spouse to feel more plugged in and supported through all the changes and challenges associated with life as a Foreign Service spouse.

Communications are already taking place through orientation with the newly hired C3 officers, virtual town halls and USAID's EFM listserv (to join, contact EFM

Coordinator Lindsey Johnson at ljohnson@usaid.gov).

Training. USAID is seeking to expand training opportunities for its eligible family members. Toward that end, OHCI is working with the Center for Professional Development at USAID to identify training that would support the agency's EFM positions.

USAID also reimburses the tuition costs for both in-person and distance courses at the Foreign Service Institute. Finally, USAID gives EFMs access to career development resource services.

USAID and State's FLO office are sponsoring an EFM event in May; information will be posted on FLO's website.

Like most changes, there will be issues that need to be ironed out. For example, could some EFM positions be filled by FSOs?

I encourage you to share your suggestions, concerns and thoughts on this topic to help mold these exciting initiatives to make USAID a better place to work.

OHCI has also created an FSO Telework Initiatives unit, which I look forward to exploring in a future column. ■



Views and opinions expressed in this column are solely those of the AFSA Retiree VP. Contact: lawrencecohenassociates@hotmail.com or (703) 437-7881

Life After the Foreign Service: It's All Write

From where does this language come?

"To write concise, well organized, grammatically correct, effective and persuasive English in a limited amount of time."

If you said it is one of the 13 dimensions the Department of State Board of Examiners uses in its Foreign Service Oral Assessment checklist, you would be correct. For Foreign Service candidates, at least,

the ability to write well is perceived as essential.

I'll go out on a limb. Compared to the U.S. population at large, Foreign Service retirees tend to be good writers. Over our Foreign Service careers many of us wrote and edited prodigiously. Written communication skills were vital. In general, Foreign Service retirees still possess the writing bug.

According to the Career

Transition Center, the "Writing after Retirement" panel is one of the Job Search Program's most popular offerings. Panelists speak to such topics as fiction/non-fiction writing, strengthening writing skills, getting published, grant proposal writing and blogging. Post-Foreign Service writing opportunities are more diverse and less constraining than, say, the country human rights report or mission program plan. Plus, as a retiree you may now possess two ingredients possibly missing before: motivation and time.

Post-retirement writing comes in many forms. In his February 2010 *Foreign Service Journal* article, "Writing As a Second Career," David T. Jones highlighted writing opportunities within the State Department—including When Actually Employed work. David cites community and professional association newsletters as examples of impact writing: Write about what you know, what you care about. As David notes, "it doesn't have to be a book," although since retirement he has written four of them.

Hobbies and research interests offer plenty of opportunities to contribute to periodicals. Since retirement, I have written four cover stories for the *American Philatelist*. And as many of you know, retired FSOs already craft a substantial share of the content in each issue of *The Foreign Service Journal*.

Back to books. If you're a Civil War history buff, look to former FSOs Steve Muller and Gene Schmiel for inspiration. Steve recently wrote *Troy, New York, and the Building of the USS Monitor* and Gene wrote *Citizen General: Jacob Dolson Cox and the Civil War Era*. Or how about Civil War fiction? Try Chris Datta's meticulously researched slave story *Touched with Fire*.

Put a book out there on virtually any subject and you can be featured in the *FSJ's* annual book roundup issue, "In Their Own Write," and can be invited to sell your book at the annual AFSA Book Market.

For those interested in memoir writing, consider the Association for Diplomatic Studies and Training oral history program. More than 1,800 of your colleagues already have.

The transcript ADST creates can be crafted into a memoir or autobiography. And it gets published online: www.adst.org/oral-history.

Books and journal articles seem overwhelming? Take your writing skills elsewhere. A local issue needs to be addressed? Write a letter to your local newspaper, your mayor or county representative. Upset with some stupidity in Richmond, Annapolis or Tallahassee, or on Capitol Hill? Don't hold it in; advocate!

And while you're at it, write your legislators to support the professional, active-duty Foreign Service. ■

AFSA Creates Online Memorial Tribute Page

The American Foreign Service Association has created an online memorial page as a way to honor colleagues who have passed away.

The online AFSA Memorial Tribute will offer a place

to honor all Foreign Service members—those who died while on active duty as well as those who died after retirement—and to recognize their service, regardless of the circumstances of their deaths.

The names of nearly 2,000 Foreign Service members (active-duty and retired) have already been included on the AFSA Memorial Tribute site.

We now encourage you to share your memories and stories of your FS colleagues, family members and



friends, and join us in honoring and remembering those who served in the U.S. Foreign Service. Biographical information and pictures of deceased colleagues can be submitted by sending information

to member@afsa.org with the subject line Online AFSA Memorial Tribute.

To visit the online AFSA Memorial Tribute site please go to: www.afsa.org/tribute.

Note: To log in for the first time, use your primary email address and your last name in all lowercase letters for the password. Please be sure to update your address and other contact information as needed. If you have questions, please email member@afsa.org. ■

American Academy of Diplomacy Releases Report: 'American Diplomacy at Risk'

The American Academy of Diplomacy released a major report, titled "American Diplomacy at Risk," on April 1 at a press conference held at The George Washington University's Elliott School of International Affairs. Ambassador Ronald Neumann, president of the AAD, as well as report co-chairs Ambassador Thomas Pickering and Ambassador Marc Grossman, presented the document.

"A strong State Department, based on a strong Foreign Service and a strong Civil Service, is a critical component of America's security," the report states in its opening paragraph. "But America's diplomacy—the front line of

our defenses—is in trouble."

The report details the threat: "There is an increasingly politicized appointment and policy process in the State Department, resulting in a steady decrease in the use of diplomacy professionals with current field experience and long-term perspective in making and implementing policy," it asserts.

"This is reversing a century-long effort to create a merit-based system that valued high professionalism. It is both ironic and tragic that the United States is now moving away from the principles of a career professional Foreign Service based on 'admission through impartial and rigor-

ous examination' (as stated in the [Foreign Service] Act [of 1980]), promotion on merit, and advice to the political level based on extensive experience, much of it overseas, as well as impartial judgment at a time when we need it most."

The second factor AAD identifies is the department's effort to "break down all institutional, cultural and legal barriers between the Foreign Service and the Civil Service." The report says this effort was identified in official press guidance issued by the State Department in April 2013.

"The Academy calls on the Secretary and his management team to honor the distinction in law and practice



between the Foreign Service and the Civil Service," the report states. "We call upon those in the department who have misused calls for unity of effort as a chance to promote their vision of amalgamation to end this campaign to un-name the Foreign Service and de-commission FSOs. These actions weaken the Foreign and Civil Services. Both services are indispensable to a strong State Department and the proper conduct of foreign policy."

The report also highlights

Continued on p. 62

State Proposes Changes to Danger Pay, Hardship Differentials

The State Department is proposing changes to its method for determining danger pay at all overseas posts. In a recent cable (STATE 25786), Under Secretary for Management Patrick Kennedy writes that the changes will be made to ensure compliance with the law governing allowances (5 USC 5928) and to promote an implementation process that is "consistent, transparent, fair and repeatable."

The proposed process for calculating danger pay will make use of the existing security environment threat

list (SETL) process. Under the new system, a post would be considered for danger pay based solely on that country's SETL scores for political violence and terrorism.

According to a briefing State officials recently conducted for AFSA's leadership, the new system would replace the current danger-pay structure—5, 10, 15, 20, 25, 30 and 35 percent—with levels of 15, 25 and 35 percent.

Conditions no longer evaluated under the new definition of danger pay will now be considered under the category of

hardship differentials, which is also under review. The net effect on posts' overall allowances (danger plus hardship) is not yet clear, although it appears that the impact will be negative.

AFSA is concerned about how elimination of the danger pay incremental levels might affect negotiated conditions of employment: e.g., benefits (Student Loan Repayment Program), bidding (fair share and equity) and Senior Foreign Service eligibility (Career Development Program).

Under the Foreign Service

Act of 1980, the State Department is required to consult AFSA on matters affecting the rights, benefits or obligations of individuals, and to negotiate the impact and implementation of changes to conditions of employment.

AFSA is concerned about these proposals, both in process and substance, and will continue to engage with State's leadership on this topic.

The world is not getting any less dangerous, and it is important that benefits reflect that harsh reality. ■

—Stephan Skora, AFSA
Labor Management Intern

AFSA and HECFAA Welcome the New Director General

On Feb. 25, the American Foreign Service Association and the Hispanic Employee Council of Foreign Affairs Agencies co-hosted a reception to welcome Ambassador Arnold A. Chacón as the new Director General of the

Foreign Service and Director of Human Resources at the Department of State. Amb. Chacón is the first Hispanic to hold the post of DG.

Following a welcome from AFSA President Robert Silverman, Deputy Secretary

of State Antony Blinken gave remarks paying tribute to Amb. Chacón, a career member of the Foreign Service for 33 years, for his dedication to the institution of the Foreign Service.

Deputy Secretary of State for Management and Resources Heather Higginbottom also spoke, following an introduction by AFSA State VP Matthew Asada. She praised Amb. Chacón's enthusiasm and support for the mentoring of young staff. HECFAA President Francisco Palmieri introduced Amb. Chacón and reflected on the early talks he and Amb. Chacón had with Secretary of State Hillary Clinton's transition team on diversity and Hispanic underrepresentation at State.

Taking the microphone,

Amb. Chacón remarked that as DG, he seeks to empower the workforce and aims to build on what HECFAA has already done. "I fully embrace this responsibility," he said. He also described his goal to increase diversity in the Foreign Service in the broadest sense, from race to gender and those with disabilities.

Amb. Chacón previously served as ambassador to Guatemala, deputy chief of mission in Madrid and deputy executive secretary in the Executive Secretariat. He has also served in Honduras, Mexico, Chile, Italy, Peru and Ecuador, as well as the U.S. Mission to the United Nations in New York. His wife, Alida Chacón, is also an FSO. ■

—Brittany DeLong,
Assistant Editor



From left: HECFAA President Paco Palmieri, Deputy Secretary of State for Management and Resources Heather Higginbottom, Director General of the Foreign Service and Director of Human Resources at the Department of State Ambassador Arnold Chacón, Deputy Secretary of State Antony Blinken and AFSA President Robert Silverman.

NEWS BRIEF

DON'T FORGET TO VOTE IN THE AFSA GOVERNING BOARD ELECTION MAKE SURE YOUR VOICE IS HEARD!

The 2015-2017 AFSA Governing Board election and proposed bylaw amendment is underway. Details and rules can be found at www.afsa.org/elections.

All members should have received candidates' statements with the ballot and may also view the campaign material on the AFSA website. Campaigning through an employer email by any member is prohibited with the exception of the three pre-approved candidate email blasts.

- **Ballots:** Ballots were mailed on or about April 15. If you do not receive a ballot by May 6, please contact election@afsa.org.

- **Ballot Tally:** On June 4, at 9 a.m. Eastern time, the printed ballots will be picked up from the post office in Washington, D.C. Only printed ballots received in the post office will be counted. Online voting will be available until 8 a.m. Eastern time on June 4, after which point the voting website will close.

- **Election Information:** Written requests for a duplicate ballot should be directed to election@afsa.org or AFSA Committee on Elections, 2101 E St. NW, Washington DC 20037. Please include your full name, current address, constituency, email address and telephone number. ■



AFSA Adds Two Names to Memorial Plaques on Foreign Affairs Day

Each year on Foreign Affairs Day, the American Foreign Service Association honors the sacrifices of those who died while serving abroad in pursuit of the highest goals of American diplomacy, and development in a memorial ceremony in front of the AFSA Memorial Plaques.

On May 1, AFSA President Robert Silverman will lead the ceremony in front of the plaques in the Department of State's C Street lobby. Secretary of State John Kerry is scheduled to offer remarks honoring the fallen diplomats. The ceremony will recognize the 245 people whose names have been inscribed during the past 82 years and will mark the addi-



Rayda "Raydita" Nadal



David Collins

tion of two new names: David Collins and Rayda "Raydita" Nadal will become the 246th and 247th names on the AFSA Memorial Plaques.

David Collins joined the Foreign Service in 2009 as a financial management officer. He served in Pretoria from 2009 to 2012, and then as a financial management officer at the U.S. consulate general in Lagos from 2012 to 2013. Prior to joining the Foreign Service, Collins, an ordained minister with the Assemblies of God, worked for the denomination in Illinois from 1988 to 2003, and for its Brussels office from 2003 to 2009. His family describes him as having been motivated by a love of God and country.

His co-workers remember him as a team player who embodied ingenuity, integrity and commitment to excellence. He was respected for his leadership and seen as a friend by his colleagues.

Mr. Collins died in a drowning accident off the coast of Nigeria in 2013, at the age of 58. He is survived by his wife, Donna, and their four children; Danelle Spalla, Daniel Collins, Deanna Collins and David Collins; and one granddaughter, Danelle's daughter, Eloise.

Rayda Nadal joined the Foreign Service in 2008 as an office management specialist. She worked in the eco-

nomics section of Embassy Kuwait City from 2008 to 2010, then served as a rover in Kabul. Following a year in Nassau, she worked from 2011 to 2013 in the Office of Protocol in Washington, D.C., where she was an OMS for Ambassador Capricia Marshall. In 2013 she began an assignment as an OMS with the Office of Engineering Services in Moscow.

Described by friends and colleagues as "a ray of sunshine," Nadal was an upbeat and positive person who, according to an OMS classmate, "lived this crazy and unusual lifestyle with pride and always with a smile." She was an avid reader, writer and collector of books. She was also known for a quick wit and a ready smile.

Ms. Nadal was injured in a gas explosion in her Moscow apartment on May 22, 2014. She died four days later at a hospital in Sweden, at the age of 37. She is survived by her parents, Jimmy and Rayda, and sister, Lisa.

We ask that all members of the Foreign Service community take a moment on the morning of May 1, Foreign Affairs Day, to remember David Collins, Rayda Nadal and the 245 men and women who preceded them on the AFSA Memorial Plaques. ■

—Leo Martin and
Kavanaugh Waddell,
Awards Interns



The AFSA Memorial Plaques.

Scholarship Gift continued from p. 49
intelligent woman who could take care of herself and had strong convictions," says Denise Herrmann, a friend and neighbor whom Fitzgerald designated as the executor of her estate.

Nancy Prass, an Ohio University classmate and sorority sister of Linda's at Alpha Omicron Pi, and a Foreign Service colleague in Saigon in 1970, recalls her as an "independent woman." Settling in Hamilton, Ohio, after retirement, Fitzgerald

ald became active in her community. She served at one time as the corresponding secretary for the Ohio chapter of the American Association of University Women, supported historic preservation and green initiatives, and spent much of her



Linda Fitzgerald (top row, third from right) and her FS colleague Nancy Prass (top row, left) were Alpha Omicron Pi sorority sisters at Miami University in the early 1950s.

NEWS BRIEF

AFSA WEBINAR REACHES OUT TO POST REPS

On March 10, 30 overseas AFSA post representatives took part in our second annual post rep webinar. During the webinar, AFSA President Robert Silverman and AFSA State Vice President Matthew Asada discussed the current revamping of the post representative program, the new Foreign Service Institute course module on labor management, and AFSA's congressional advocacy agenda.

In particular, Silverman and Asada reviewed AFSA's requests in the State authorization process, the Section 326 workforce development report, and proposed changes to danger pay and hardship differential (see p. 53).

AFSA would like to thank all post reps for their service. If your post is currently without a post representative, please consider serving today. Contact the membership department to volunteer (member@afsa.org). ■

—Lindsey Botts, *Labor Management Executive Assistant*



On March 31, AFSA officials, staff, and Scholarship Committee members, as well as previous scholarship recipients and parents of scholarship recipients, attended a lunch in honor of Linda K. Fitzgerald, who had bequeathed the largest-ever gift to the AFSA Scholarship Fund. AFSA presented Denise Herrmann (front row, left), Ms. Fitzgerald's friend and executor of her estate, with an AFSA commemorative coin and a memorial marker that can be affixed to Ms. Fitzgerald's burial headstone.

time helping senior citizens. "She was a shrewd investor in the stock market and a very generous person," Herrmann says.

AFSA will now offer the \$2,000 Linda K. Fitzgerald Community Service Award as part of its annual Merit Awards Program. This competitive award will be given to the high school senior of a Foreign Service AFSA member for his or her community service achievements.

In addition, AFSA will bestow at least \$20,000 annually in need-based undergraduate financial aid scholarships in perpetuity in Linda's name to children of Foreign Service employees who are AFSA members, beginning with the 2015-2016 academic year.

Linda Fitzgerald's bequest is just one example of how generous donors have helped the AFSA Scholarship Program flourish since 1926,

when the first memorial scholarship was established by the mother of Oliver Bishop Harriman, an FSO who died suddenly while serving in Copenhagen. The Harriman scholarship is still bestowed annually.

AFSA now has 77 of these perpetual and annual named scholarships, each with its own story that we share with the recipient.

With Linda Fitzgerald's gift, AFSA's scholarship endowment now totals \$7.3 million. AFSA has awarded more than \$4 million in college aid to Foreign Service children in the last 25 years. No AFSA member dues go towards the scholarship fund.

For more information on the AFSA Scholarship Program, please contact, Lori Dec, at dec@afsa.org or (202) 944-5504, and visit www.afsa.org/scholar ■.

—Lori Dec, *Scholarship Director*

Distinguished Diplomat
continued from p. 49

speak on those foreign policy issues that he or she believes will most engage the president and Congress over the next two years. Ambassador John Negroponte gave the first lecture in 2013.

In his talk, Amb. Pickering offered his thoughts on the key foreign policy challenges facing the U.S. administration and the new Congress up to the 2016 elections.

Amb. Pickering, who retired from the Foreign Service after more than 40 years with the rank of Career Ambassador, served as under secretary of State for political affairs, the third-highest post at State, as well as ambassador to the United Nations, the Russian Federation, India, Israel, Nigeria, Jordan and El Salvador.

According to the Center for International Studies, the goal of the endowed Distinguished Diplomat Lecture series is to educate and inspire the country's future diplomats. The lecture is free and open to

the public, though a private reception and dinner with the speaker is held for major donors.

"The University of St. Thomas and the Houton community gained a deeper appreciation of U.S. diplomacy overall and the professional role played by the career Foreign Service, which is a fundamental mission of AFSA," said AFSA Executive Director Ian Houston after the lecture.

To learn more about the University of St. Thomas and the Distinguished Diplomat Program, visit www.stthom.edu/DistinguishedDiplomat-Donations. The University of St. Thomas welcomes donations from AFSA supporters. ■

—Debra Blome,
Associate Editor



AFSA Executive Director Ian Houston meets with students from the Center for International Studies at the University of St. Thomas in Houston, Texas.



From left: Dr. Hans Stockton, director of the Center for International Studies; FSO John C. Roberts, diplomat-in-residence for Southeast Texas-Louisiana; Ambassador Thomas Pickering, who delivered the second biennial Distinguished Diplomat Lecture; retired FSO H. Richard Sindelar, assistant professor at the Center for International Studies, and Ian Houston, AFSA's executive director.

NEWS BRIEF

AFSA WELCOMES NEW STAFF

AFSA welcomes Allan Saunders, our new Communications and Press Specialist. Allan recently graduated from American University with a bachelor's degree in international studies and psychology. He was an intern at *The Foreign Service Journal* from September to December 2014, where he assisted the advertising and sales team. He is enrolled in a master's degree program in international affairs at AU.

Born in Wyoming, Allan is also an enthusiastic traveler and spent many childhood summers in Switzerland, where he and his family also hold citizenship.

In his free time Allan is an avid reader and enjoys working with his hands, primarily in woodworking and design. ■



AFSA Hosts Chiefs of Mission

On March 25, AFSA hosted a breakfast for U.S. chiefs of mission—those already serving, as well as nominees—who were in Washington, D.C., for the State Department’s annual global COM conference.

Some 40 ambassadors, chargés and designees attended the event at AFSA headquarters. Other guests included Director General of the Foreign Service Arnold Chacón, Director General of the U.S. and Foreign Commercial Service and Assistant Secretary for Global Markets Arun Kumar, Counselor to the U.S. Agency for International Development Susan Reichle, State Department Counselor Thomas Shannon Jr. and Thomas Perriello, special representative for the Quadrennial



AFSA hosted a breakfast meeting with U.S. chiefs of mission who were in Washington, D.C., for the State Department’s annual global COM conference.

Diplomacy and Development Review.

AFSA President Robert Silverman, State Vice President Matthew Asada, USAID Vice President Sharon Wayne, Foreign Commercial Service Vice President Steve Morrison,

Retiree Vice President Larry Cohen, and various AFSA Governing Board members and professional staff also attended the breakfast.

Pres. Silverman and VP Asada presented a brief overview of AFSA’s post rep-

resentative program, congressional advocacy and workforce development plans, before opening the floor for questions and discussion. ■

—Debra Blome, Associate Editor

NEWS BRIEF

AFSA COMMUNITY: A NEW WAY TO ENGAGE

EXPAND YOUR NETWORK
Join the Online AFSA Community



AFSA has rolled out a new way for members to participate and stay connected with each other and with the association. In the online AFSA Community, members can post comments, exchange ideas and communicate with one another in a closed environment accessible only to other AFSA members.

The AFSA Community is now holding its first discussion, on the AFSA 2015 Governing Board election and bylaw amendment. Use the community to discuss a candidate’s platform and positions on issues facing the Foreign Service or specific career and professional concerns. You can also weigh the pros and cons of the proposed bylaw amendment to rightsize the AFSA Governing Board in 2017.

Access this discussion by logging in to the members-only area of the AFSA website and clicking on “AFSA Community” in the blue navigation tab at the top of the page. (You must have a personal email address stored in your contact information to access the AFSA Community because work email addresses ending in .gov are inaccessible in the AFSA Community.)

Once on the AFSA Community page, join the AFSA 2015 Governing Board Election & Bylaw Amendment community to get started.

We hope the AFSA Community provides a meaningful way to share your thoughts and collaborate with your colleagues. As our recent survey showed, AFSA members want opportunities to actively participate, particularly when serving outside the Washington, D.C., area. AFSA is optimistic that this new benefit will allow members to participate in AFSA no matter where they are living.

Questions and comments can be sent to member@afsa.org, with the subject line “AFSA Community.” ■

AFSA Staff Take Part in Panel Discussion on Careers in International Relations

Foreign Service Journal Editor-in-Chief Shawn Dorman and AFSA Executive Director Ian Houston recently took part in a panel discussion for young people interested in careers in foreign affairs. Hosted by American Women for International Understanding, the event was held at the National Press Club in Washington, D.C., on March 4.

Dorman and Houston joined other panelists from the State Department, the Federal Bureau of Investigation and the Department of Homeland Security, as well as representatives from university public health, public policy and international relations departments.

Mr. Houston urged students to find issues they are

sincerely passionate about and acquire real management experience whenever possible, because, he said, knowing how to manage people, budgets and programs is essential to career longevity and promotion.

Ms. Dorman introduced the audience to the Foreign Service career path, which many students were unfamiliar with. An FSO herself from 1993 to 2000 before joining the *FSJ*, Dorman described the

skills needed to succeed as a Foreign Service officer and answered questions about language training, career cones and typical tasks for FSOs.

State recruiter and retired FSO Ramona Harper highlighted the many internships and fellowships State offers

each year to students and recent graduates to kickstart their careers in international relations. Each student who attended received a copy of AFSA's popular book, *Inside a U.S. Embassy*. ■

—Shannon Mizzi,
Editorial Intern



AFSA Executive Director Ian Houston (front row, right) and *FSJ* Editor-in-Chief Shawn Dorman, (second row, center) with other panelists and audience members.

17th Annual National High School Essay Contest Receives More than 450 Entries

AFSA's 17th annual National High School Essay Contest received more than 450 entries from 41 states and eight countries. The contest asked eligible high school students to write an essay describing how they, as newly arrived diplomats, would address one of these issues currently facing U.S. diplomats today: Liberia and its response to the Ebola epidemic; Honduras, and the crises of crime and violence; the complicated

status of Taiwan and its relationship with the People's Republic of China; the Syrian refugee crisis and the pressure it places on Jordan; the predicament of Kazakhstan as it seeks an independent role beyond that of a former USSR satellite; and Ukraine and the U.S. response to the ongoing conflict. Their essays were to include a discussion of how or whether social media can be leveraged as part of the solution.

Most entrants wrote on Honduras. Qualified essays moved on to the second round of judging, which took place in early April. The final round of judging began in late April. A winner is expected to be chosen in May.

The winning essay earns the student an all-expenses paid trip with family to Washington, D.C., to meet the Secretary of State, a \$2,500 prize, and an educational voyage courtesy of Semester at

Sea when the student enrolls in an accredited university. The runner-up wins a full scholarship to participate in the International Diplomacy program of the National Student Leadership Conference.

Learn more at www.afsa.org/essaycontest or contact Perri Green, AFSA's coordinator for special awards and outreach, at green@afsa.org or (202) 719-9700.

—Leo Martin, Awards Intern

It's Flying Cats and Dogs

BY DEBRA BLOME, ASSOCIATE EDITOR

I've been a Foreign Service family member for more than 20 years. I've accompanied my husband to hardship posts with three children in tow, running the airport gauntlet with a stroller, toddlers and more luggage than any single person should ever manage. I've experienced unaccompanied tours, medical evacuations and an ordered departure. And I've been a Community Liaison Office Coordinator.

So I used to feel ready to face any challenge the Foreign Service could throw at me.

Then I got a dog.

As I prepare now to move with my husband and children to our next post, in Jerusalem, I am discovering that traveling with a pet on official orders is a formidable task.

Although the Overseas Briefing Center does a valiant job of pulling together all the logistical pieces, it is still a tricky (and expensive!) business to take your furry family members to your onward assignment. Even the OBC's checklist is 14 pages long.

For one thing, the rules and regulations governing the shipment of pets differ from country to country, and

some are downright byzantine in complexity. The rules governing official travel and the recent mergers of American air carriers make it even more complicated.

Ask any Foreign Service pet owner for a "traveling with your pet" story, and you'll get an earful—or at least a story that makes you hope you don't face the same troubles.

Here's one thing I've learned: Plan early, even before you get assigned. In the same way that you might nix a post because you find the school options unacceptable, you may also want to

remove from your bid list those countries with restrictions on importing animals that you find too onerous.

Next, the minute you are assigned somewhere, begin learning as much as you can about the process of taking your pet with you.

Step 1: Visit the OBC. The OBC is part of the Foreign Service Institute's Transition Center and is open to all U.S. government employees, contractors, and family members assigned to or returning from U.S. embassies

and consulates overseas. More details on the OBC and its offerings can be found at www.bit.ly/StateOBC. The OBC has post-specific information on traveling with pets and even offers a class on the subject. Resource Specialist Maureen Johnston, who wrote "Traveling with Our Pets" in the May 2012 *FSJ* can help you pull all the pieces together. Also check AFSA's pet resources at www.afsa.org/pets.

Step 2: Contact your post's CLO and GSO Travel and Transportation offices for the most up-to-date, specific information.

Step 3: Don't delay. Get started on the process of preparing your pet for travel now. Some countries have health requirements that can take months to fulfill. Rabies titer tests, for example, which are required in many posts, can take up to eight weeks to complete.

Step 4: Decide how you'll travel with your pet and make reservations. Pets can go in the cabin with you, if they are small enough to fit under the seat and if you reserve early enough that the airline allows it (some airlines have restrictions on the number of pets they allow in the cabin at the same time).

Pets can also go as excess baggage, though this option is not as easy as it once was, and can be difficult if you



The Blomes' 85-lb Labrador Retriever, Charlie, and his oversized travel kennel.

have to change planes (and airlines) along the way. On some airlines it is not an option if your pet and the kennel combined weigh more than 100 pounds.

Or, pets can be shipped as cargo, but that is generally a more expensive option and usually requires a commercial shipper.

THINGS TO REMEMBER

1. A 2012 change to the Foreign Affairs Manual (14 FAM 543) allows permanent change-of-station travelers to use an airline other than the U.S.-contracted carrier when that airline has no space for pets as checked baggage.

This exception allows you to take a non-contract carrier—even a non-U.S. carrier—as long as you pay the difference in cost. There are a variety of regulations to comply with to make use of this option, and you must check with your agency's travel office or the OBC to be sure you are complying—or you might find yourself responsible for the full cost of the ticket.

2. Watch out for “interlining.” With the recent airline mergers, the cutback of services on American carriers, as well as the widespread use of codeshare flights, this can be a real problem for traveling pets.

Say, for example, that

you must fly on a United/Lufthansa codeshare, with a stop (and change of planes) in Frankfurt. If you traveled on a United flight for the Washington, D.C., to Frankfurt leg and then on a Lufthansa flight from Frankfurt to your final destination, you would be required to claim your pet in Frankfurt and then recheck the animal onto the onward flight.

From what I hear from fellow Foreign Service family members, this is where problems are likely to arise.

3. Save all your receipts. Pet shipment can qualify as a legitimate “moving expense” for the IRS. These costs can also be considered miscellaneous expenses and partially reimbursed by the Foreign Transfer Allowance or Home Service Transfer Allowance.

I asked my fellow group members on an FS family member Facebook group to share their pet travel stories with me. I got a lot of responses. Some stories were funny (a plane delayed because a monkey and a dog were not getting along in the cargo hold); some were downright nightmarish (animals lost, connections missed, months and months of planning wasted, thousands of dollars spent).

One thing I heard was universal, though: the belief that there has to be a better way. ■



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You and Your Packout

It's getting to be that time of year again: summer transfer season is quickly approaching and thousands of Foreign Service employees and their families are preparing to ship their possessions all over the world.

The Overseas Briefing Center, part of the Foreign Service Institute's Transition Center, should be the first stop for anyone facing a move.

All U.S. government employees, contractors, and family members assigned to or returning from U.S. embassies and consulates overseas are eligible to use the OBC and take any of the Transition Center training courses. More details on the OBC and its offerings can be found at www.bit.ly/StateOBC.

In brief, the five golden rules for a successful packout are the following:

1. Watch your weight.

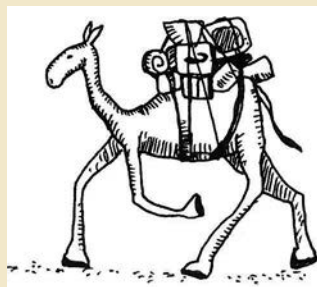
Most overseas posts provide furnished housing, so the total weight you are authorized to ship there is 7,200 pounds. That amount is the same regardless of the number of people listed on the travel orders: A single person or a family of six both will get the same 7,200 pound allotment.

A separate weight allowance is also authorized to be shipped as unaccompanied air baggage; this amount does change based on the number of shippers. A single

traveler is authorized to ship 250 pounds of UAB. The second traveler in the party is authorized to ship 200 pounds; the third traveler is authorized to ship 150; and any additional traveler can ship 100 pounds each, meaning that a family of six can ship an additional 900 pounds.

Remember, too, that you cannot transfer unused UAB weight to your household effects allowance. Moving companies in the United States do not weigh each box before loading it on the truck and can only provide a final weight once the shipment has been consolidated at the warehouse. Which leads us to golden rule number two:

2. Take your time. When planning your packout from the Washington, D.C., area, make sure you leave plenty of time to check weights and inventory before you get on the plane. Remember that the moving company's weight estimate is just that, an estimate, and it rarely comes in right on the money. So it is very important that you have time before you fly out to verify the weights of all your shipments—UAB, HHE and long-term storage—to make sure that you are not overweight, and time to remove items if you find that you have exceeded the weight allowance. The 10 days of per diem you are allowed before flying out will help you do this.



3. Organize and separate. Make sure you separate each category of shipment carefully. The packers will descend on you and will pack things up faster than you realize. Keep the HHE, the UAB and the storage items carefully segregated. You can mark big items with tape, but you may want to keep the smaller items in separate rooms.

4. Inventory, inventory, inventory! Make sure your inventory is as comprehensive as possible. Put your smart phone to use and take photos or videos of each box, if possible. A sketchy or incomplete inventory will make it difficult to cull the shipment if you're overweight. It will also make it hard to know what is missing if items are lost or damaged en route. So spend a little extra time to make sure your inventory is as complete as you can make it.

5. Engage the inspector. A State Department's inspector visits each packout site, probably on the first day of the process—which is likely to be before any problems

have cropped up. Be sure to speak with the inspector and ask him or her to pay a second visit later on. At the very least, make sure you are able to contact the inspector in case any problems arise. ■

—James Yorke, AFSA
Senior Labor Management
Adviser, and Debra Blome,
Associate Editor

AAD Report continued from p. 53.

the need for educational opportunities to strengthen the Foreign Service and create a "deep reservoir of top talent," for support for strengthening Civil Service career development, and for a broad review of the State Department to "optimize its organization, management and workforce development."

The report is available to download in both abridged and full-text versions at the American Academy of Diplomacy website (www.academyofdiplomacy.org/).

AFSA urges members to read the report. The *Journal* would like to facilitate discussion on these issues. To that end we ask readers to please send comments and feedback on the AAD report to journal@afsa.org with subject line: AAD Report. We will compile comments and publish them in a future issue. ■

—Debra Blome,
Associate Editor

■ **Norman Lee Achilles**, 79, a retired FSO, died on Jan. 27 in Washington, D.C. He had Parkinson's disease.

Mr. Achilles was born in Pittsburgh, Pa., on May 12, 1935, to Christy and Ida Ann Achilles. He received a B.S. in civil engineering from Carnegie Mellon University in 1957, an M.A. from the University of Edinburgh in 1961 and an MBA from Harvard University in 1962.

He also attended the *Foundation Nationale des Sciences Politiques* in Paris in 1965 and 1966. Later, Mr. Achilles returned to Harvard and completed a master of public administration degree in 1978.

Mr. Achilles joined the Foreign Service in 1963 and served in Vientiane, Hue and Saigon as a political officer. He later served in Japan and Australia as an economic officer, and in France and Washington, D.C.

During his Foreign Service career, Mr. Achilles participated in the State Department's Federal-Private program, serving in a private-sector assignment at IBM's American Far East Corporation in New York City. There he advised senior managers on issues involving Japan and helped them better understand how the State Department operates to help U.S. companies compete in foreign markets.

Following retirement in 1994, Mr. Achilles spent a year as a scholar in residence at the Woodrow Wilson School at Princeton University, and for many years was a visiting fellow at the *Foundation Nationale des Sciences Politiques*. He maintained an apartment on the *Isle de France* in Paris for many years.

Mr. Achilles served as a docent at *Dumbarton Oaks* in Georgetown and loved introducing visitors to the house and gardens. He was a member of the American Foreign Service Association

and a generous supporter of the Senior Living Foundation of the American Foreign Service.

Donations in his memory may be made to the Senior Living Foundation, 1716 N Street NW, Washington DC 20036, or to the Sarah Heinz House, 1 Heinz Street, Pittsburgh PA 15212.

■ **Opal Garnet Branch**, 100, a retired Foreign Service consular officer, died on Feb. 24.

Ms. Branch was born in Marion County, Mo., on March 26, 1914, to Samuel and Della (Pendleton) Branch. She graduated from Monroe City High School and received a two-year teacher's certificate. She went on to attend Kirksville State Teacher's College and graduated from Chillicothe Business College.

Ms. Branch taught school in Marion County and worked in the private sector in Kansas City, Mo., for several years before entering government service in 1942.

From September 1942 to March 1946 she was employed by the War Department at Fort Riley, Kan., as an assistant to General George S. Patton, and was in charge of the officers' training courses. While there, she also served as a Red Cross nurse's aide at the hospital in Junction City, Kan.

Ms. Branch accepted a transfer to the Navy Department in San Diego, Calif., as assistant to Admiral Calvin T. Durgin until her appointment to the Foreign Service in December 1946.

Her posts abroad included Ankara, London, Oslo, Fukuoka, Tokyo and Paris. Ms. Branch had numerous adventures and met many dignitaries and celebrities during her years overseas. She loved traveling by ship and enjoyed dining and dancing on board. She once got lost in the London fog and was rescued by a

bobby. While in Norway, she learned to ski and was invited as a special guest to attend the opening of Parliament.

Ms. Branch was an active member of Beta Sigma Phi, the international professional and cultural society. While in London, she represented her chapter at the opening ceremony at St. George's Guild Hall at Kings Lynn, England. She was presented to the mother of Queen Elizabeth II and had her name inscribed on a chair in Guild Hall.

In 1961, Ms. Branch was posted to the Department of State, where she served until her retirement from the Foreign Service in 1974. She received the War Department Meritorious Service Award and the State Department Meritorious and Superior Honors Awards.

Ms. Branch was involved in various activities in the Washington area including planning for the annual Cherry Blossom Festival, addressing presidential Christmas cards at the White House and, on several occasions, meeting presidents, first ladies and their guests.

Ms. Branch served as vice president of the Missouri Society, was a member of AFSA and the oldest member of DACOR. A deaconess of National City Christian Church, she served on its Welcoming and Reception Committee for many years.

Ms. Branch is survived by her sister, Norma Jean King of Urbana, Ill., and 10 nieces and nephews: Hal Callaway of Mesa, Ariz.; Stanley Branch of Normal, Ill.; Eric Branch and Curtis Branch of Peoria, Ill.; Kirby Branch of Indianapolis, Ind.; Craig Branch of Haslet, Texas; Melody Drew of Girard, Ill.; Mark King of Sun City West, Ariz.; Kelligay King Crede of Urbana, Ill.; and Matthew King of West Orange, N.J.

Memorial gifts in her name may be made to DACOR or National City Christian Church in Washington, D.C.

■ **Maudine Conley**, 87, a retired Foreign Service communications officer, died on Nov. 21, 2014.

Ms. Conley was born in Denton, Ga., on Feb. 9, 1927, to Clayton S. and Ollie Mae Mathis. She began her Foreign Service career in 1979 with a posting to Israel. Other assignments included China, El Salvador, Qatar, Syria, Laos, Beirut, Suriname, Honduras and Papua New Guinea. She retired in 1999.

Ms. Conley lived in the Middle Georgia area. She loved entertaining, reading and growing flowers that often adorned the sanctuary of Joyful Life Baptist Church on Sunday mornings.

Ms. Conley was predeceased by her son, Thomas Conley; brother, Clayton “Bud” Mathis; and sister, Jeana Quick.

She is survived by her daughters, LaDonne O’Connor (Jim) of Aiken, S.C., and Sherry Wilson (David) of High Point, N.C.; grandchildren: Amy Wilson Havlen (Leo) and Michael Wilson, both of High Point, N.C.; Kevin O’Connor (Margaret) of Aiken, S.C.; Cory O’Connor of Cle Elum, Wash.; Kelly Conley Davis (Travis), Kristy Conley and Lesley Conley, all of Virginia Beach, Va.; great grandchildren: Adela, Nora and Karina Havlen, Madison Conley, Riley Conley and Harper Davis; three brothers; three sisters; and a host of nieces and nephews.

Donations may be given in Ms. Conley’s memory to Joyful Life Baptist Church at 1618 S. Houston Lake Rd., Kathleen GA 31047, or to Heart of Georgia Hospice at 103 Westridge Dr., Warner Robins GA 31088.

■ **Arthur A. Hartman**, 89, a retired FSO and former ambassador to France and the Soviet Union, died on March 16 in Washington, D.C., of complications from a fall.

Mr. Hartman was born in Flushing,

N.Y., on March 1, 1926, to Joel Hartman and Mary Weinstein. He served in the Army Air Corps during World War II before receiving a bachelor’s degree from Harvard University in 1947. He enrolled at Harvard Law School but left to enter the Foreign Service in 1948 and join the Marshall Plan administration in Europe.

In a diplomatic career spanning four decades, Mr. Hartman held high-ranking posts under Republican and Democratic administrations and developed a reputation, the *New York Times* once reported, as “one of the brainiest and most professional members of the Foreign Service.”

Mr. Hartman’s first post, to France with the Economic Cooperation Administration, was followed by assignments in Saigon as an economic officer in the 1950s. He returned to Washington in 1958 to work in the Bureau of European Affairs and was appointed special assistant to Under Secretary George W. Ball shortly thereafter.

Beginning in 1961, Mr. Hartman served in London as chief of the economic section. A return to State in 1968 in Under Secretary of State Nicholas Katzenbach’s office was followed by a short posting to Brussels in 1972 as deputy chief of mission to the Common Market. Secretary of State Henry Kissinger called Mr. Hartman back to the United States in 1974 to act as assistant secretary of State for European affairs.

In 1977, President Jimmy Carter named Mr. Hartman ambassador to France, only the second career diplomat appointed to the Paris post during the 20th century. His tenure straddled the centrist government led by President Valéry Giscard d’Estaing and the Socialist administration of François Mitterrand.

The Reagan administration asked Ambassador Hartman to stay on in Paris as a liaison to the Mitterrand adminis-

tration. He made an impression on the French for his conspicuous presence at artistic events such as the opera, and his use of his residence as a showcase for American art, borrowed from American museums.

In 1981 President Ronald Reagan appointed Mr. Hartman ambassador to the Soviet Union, where he served during a particularly tumultuous period of the Cold War from the death of Leonid Brezhnev to the rise of Mikhail Gorbachev. He remained in Moscow until 1987, the longest tenure of any U.S. ambassador to the Soviet Union since before World War II.

Amb. Hartman led Embassy Moscow during events that included the historic summits attended by Reagan and Gorbachev in Geneva in 1985 and in Reykjavík in 1986. He contended with crises including the downing of Korean Air Lines Flight 007 by the Soviet military in 1983, the Chernobyl nuclear disaster in 1986 and, later that year, the detention of U.S. journalist Nicholas Daniloff on espionage charges.

His challenges also included what he described as the restrictive character of Soviet society. Jack F. Matlock Jr., who followed him as U.S. ambassador in Moscow, credited Amb. Hartman and his wife with developing cultural contacts in the Soviet Union, particularly with dissident artists, including acclaimed Russian-born pianist Vladimir Horowitz, who returned to his homeland in 1986 for the first time in six decades.

After retiring from the Foreign Service in 1987, Amb. Hartman was a consultant with APCO Associates. He also served on many boards, including ITT Hartford Insurance, Mellon/Dreyfus Funds, Ford Meter Box Co. and the First American Bank in New York. He was chairman of a private equity fund that invested in the

former Soviet Union, president of the Harvard Board of Overseers and the Terra Foundation of American Art, and governor of the American Hospital in Paris. He was a member of AFSA and the Council on Foreign Relations and an officer of the Légion d' Honneur.

Amb. Hartman is survived by his wife of 66 years, the former Donna Ford, of Washington, D.C.; five children: David Hartman of Rochester, Mich.; John Hartman of Vero Beach, Fla.; Sarah Hartman of Brooklyn, N.Y.; J. Lise Hartman of Paris; and Benjamin Hartman of Manhattan, N.Y.; 15 grandchildren and seven great-grandchildren.

■ **Ellen Colburn Kennedy**, 80, the wife of retired FSO and oral historian Charles Stuart Kennedy Jr., died at the Goodwin House in Bailey's Crossroads, Va., on Jan. 22, of pancreatic cancer.

Mrs. Kennedy was born in Kansas City, Mo., on Oct. 16, 1934. Her family moved to New England, and she spent her childhood in Boston, Mass., Portland, Maine, and Sheffield, Vt. She graduated from Deering High School in Portland and attended Smith College and Boston University, where she met her husband.

Mr. and Mrs. Kennedy married in 1955 and proceeded to posts in Frankfurt, Dhahran, Belgrade, Athens, Seoul, Naples and Washington, D.C. Mrs. Kennedy experienced a major earthquake in Naples, a military coup in Greece and a bomb in her car in Athens. In Belgrade, she established what was likely the first international Girl Scout troop, for daughters of foreign diplomats and businesspeople.

Mrs. Kennedy finished her undergraduate studies in English at the University of Maryland while Mr. Kennedy served in Vietnam. She taught English in Northern Virginia and at international high schools

in Athens and Seoul. She later taught English as a second language to Italians in Naples and, on returning to the United States, earned a master's degree in linguistics at American University.

On her husband's retirement in 1985, Mrs. Kennedy taught English to newly arrived immigrants in Fairfax County public schools and at Northern Virginia Community College. She was an active member of St. Alban's Episcopal Church in Annandale, Va., and enjoyed reading the New Testament in Greek.

Mrs. Kennedy is survived by her husband, Charles; daughters, Heather Kennedy, of Seattle, Wash., and Victoria Devereaux, of Arlington, Va.; son, Charles Stuart Kennedy III of New York and Los Angeles; seven grandchildren: Sean, Stephen, Alexandra, Charles, Maggie, Merle and William; and one very recent great-granddaughter, Piper.

■ **Eberhardt Victor "Vic" Niemeyer Jr.**, 95, a retired FSO with the U.S. Information Agency, died on March 1.

Mr. Niemeyer was born in Houston, Texas, on Sept. 28, 1919, and grew up in La Porte, on Galveston Bay. He graduated from high school in 1936 and attended Schreiner Institute in Kerrville, Texas, and the U.S. Naval Academy for one year, before graduating from the University of Texas with a degree in liberal arts in 1941.

In late 1941, Mr. Niemeyer entered the Northwestern University Naval Reserve training unit. He graduated and was commissioned in January 1942 as an ensign. He then entered the U.S. Submarine Service, where he served in the Atlantic and Pacific during World War II.

In 1944, Mr. Niemeyer married Dorothea Hasskarl of Brenham, Texas. He returned to college after the war and received a B.S. in dairy husbandry. He took up dairy farming in Brenham, but

discovered it was not his calling in life; so he returned to the University of Texas for an M.A. in Latin American studies.

Sadly, polio claimed Mr. Niemeyer's first wife in 1956. He earned a Ph.D. from the University of Texas in 1958 and married Lala Acosta on May 31 of that year.

Mr. Niemeyer went on to serve with the U.S. Information Agency for 24 years, with postings in Honduras, Peru, Guatemala, Chile, the Philippines, Mexico and Trinidad and Tobago.

He retired in 1979 to Austin, Texas, where he worked at the University of Texas in the Institute of Latin American Studies and the International Office for 10 years before retiring again.

Mr. Niemeyer founded the Central Texas Foreign Service Group, co-founded the East Austin Rotary Club and served in many organizations, usually as president.

In 2000, he received the Ohtli Award, given by the Mexican government to a member of the Mexican-American community for "service to Mexico and the Mexican community." Mr. Niemeyer was a historian of Mexico, and his two books, *Revolution at Querétaro: The Constitutional Convention of 1916-1917* and *El General Bernardo Reyes*, were published by the Chamber of Deputies and the Senate of Mexico's federal Congress.

In 2011, Mr. Niemeyer received Rotary International's Service Above Self Award, given annually to 100 Rotarians worldwide, in recognition of his collection and shipment of 4,000 pieces of used school furniture to Tapachula, Chiapas, Mexico. The project required five boxcars and \$25,000 for rail shipment. The funds were raised locally by Mr. Niemeyer and others, and the local Lions Club distributed the equipment at 40 different schools.

Family members remember Mr. Niemeyer as genuine and humble. They recall fondly that he relished showing off

his compost piles and would sneak food to the deer without Lala knowing it.

Mr. Niemeyer is survived by his wife, Lala; children: Vic, Ruth, Chris and Steve; nine grandchildren: Travis, Sarah, Michael, James, Cecilia, Carla, Erika, Carl and Sam; 11 great-grandchildren: Reed, Braden, Chase, Penelope, Lucas, Sabrina, Timothy, Franco, Nicolás, Lucia and Mateo; and nieces, Meredith Morton Moyer and Meme Morton Seay.

Donations may be made in Mr. Niemeyer's name to the Rotary Foundation, Episcopal Relief and Development and the International Good Neighbor Council Foundation.

■ **Herman T. Skofield**, 93, a retired Foreign Service officer, of Walpole, N.H., died on March 14 at The Woodward Home in Keene, N.H.

Born in Manchester, N.H., on Nov. 18, 1921, the son of Frank T. and Margaret C. Skofield of New Boston, N.H., Mr. Skofield graduated from New Boston High School in 1938. After working for two years, he entered the University of New Hampshire in the class of 1944.

Following more than three years of service in the U.S. Army during World War II, during which he reached the rank of captain, Mr. Skofield graduated magna cum laude from UNH in 1947. He then attended Tuft University's Fletcher School of Law and Diplomacy, obtaining his M.A. degree in 1948.

While continuing graduate studies for two more years, he taught part-time at a girls' school in Boston and was an instructor in international relations at the Massachusetts Institute of Technology.

Mr. Skofield entered the U.S. Foreign Service in 1950 and served in Berlin, Karachi, Vienna and Bern, as well as in Washington, D.C. His last overseas position was as political counselor in

Bern. Before retiring in 1971, he served as deputy director of the Office of European Affairs in the Bureau of Educational and Cultural Affairs at the State Department.

Mr. Skofield is survived by his wife of 67 years, the former Jane G. Phipps of Walpole; and by four children, William Skofield of Walpole, Margaret S. Winters of Carlisle, Pa., James Skofield of Walpole, and Elizabeth Skofield of Snoqualmie, Wash.; six grandchildren; three great-grandchildren; a brother-in-law, Ray Rogers, of Ft. Wayne, Ind.; and a nephew, Douglas Rogers, of Virginia.

Donations in Mr. Skofield's memory may be made to The Fall Mountain Food Shelf, PO Box 191, Alstead NH 03602; or to Our Place Drop-In Center, 4 Island Street, PO Box 852, Bellows Falls VT 05101.

■ **Patsy Magee Turner**, 91, a former FSO and wife of the late FSO Allen Turner, died on Feb. 13 in Santa Rosa, Calif.

Mrs. Turner was born on May 25, 1923, in Springfield, Mo. She attended elementary school in Springfield and went to high school in Warrensburg, Mo. She graduated from Central Missouri State College and joined the United Nations Relief and Rehabilitation Administration, where she was first assigned to the province of Kiangsu (now Jiangsu) in China in 1946.

She went on to join the Foreign Service and worked in the consulate general at Shanghai, where she met and married Vice Consul Allen Richard Turner in 1949. Following the communist takeover in Shanghai, the couple was assigned to Embassy Tokyo. The pair also served in Antwerp, Windsor, Havana, Caracas and London, as well as Washington, D.C.

After Mr. Turner's death in London, Mrs. Turner returned to Springfield in 1977 and worked as a certified legal sec-

retary for a number of years.

A firm believer in activism and volunteer service, Mrs. Turner was especially interested in working with organizations serving youth. In London, she acted as the Girl Scouts representative from the United Kingdom on the North Atlantic Girl Scout Board in Heidelberg, and she served for many years on the Dogwood Trails Girl Scouts Council Board in Springfield. She was an early volunteer with Court Appointed Social Advocates and later served on the CASA Springfield Board.

Mrs. Turner was also a Crosslines volunteer and an early member of the Springfield Friends of the Library, including helping in the Between Friends gift shop at the library center. She was a member of the Southwest Missouri Museum Associates, the Living Arts Group, the Art Museum Board and PEO Chapter IA. A long-time member of South Street Christian Church, she served as an elder.

Family members and friends remember her as a brave spirit who influenced many.

Mrs. Turner was predeceased by her husband, Allen, and her parents, Gladys and Russell Magee. She is survived by her brother and sister-in-law, Dr. Robert and Rosemary Magee, of El Dorado Springs, Mo.; daughter, Susan Turner, of West Plains, Mo.; son and daughter-in-law, Andrew and Judith Turner, of Santa Rosa, Calif.; daughter, Kathleen Turner, of New York, N.Y.; son and daughter-in-law, David and Amanda Wolfe Turner, of Wellington, New Zealand; granddaughters, Rachel Turner Weiss and Molly Turner; step grandchildren, Maya Aaron-Blue and Noah Aaron-Blue; and sisters-in law, Sarah Turner of South Carolina and Sally Turner of California.

Memorial donations may be made in

Mrs. Turner's honor to the Brentwood Library Foundation (www.ccclib.org/friends/bre.html).

■ **Theodore "Ted" Stark Wilkinson III**, 80, a retired FSO, died on Jan. 25 in Washington, D.C. (See the Appreciation, "A True Gentleman: Theodore S. Wilkinson III, in the April *FSJ*.)

Mr. Wilkinson was born in Washington, D.C., on Aug. 27, 1934, to Admiral Theodore Wilkinson and Catherine Harlow Wilkinson. He received a B.A. in political science from Yale University and served as an officer in the U.S. Navy. He later earned a master's degree in international relations from The George Washington University.

Mr. Wilkinson joined the Foreign Service in 1961. During 35 years in the Foreign Service, he had diplomatic assignments in Latin America and Europe.

He served as an intelligence research analyst at the Department of State from 1966 to 1968, when he was detailed to the Armed Forces Staff College for a semester, and then to the Arms Control and Disarmament Agency. In 1970, he was posted to Brussels as a political-military officer at the U.S. Mission to the North Atlantic Treaty Organization.

From 1976 through 1978, Mr. Wilkinson was a desk officer for Tunisia and Morocco, and from 1978 to 1980 he dealt with multilateral issues, including the Law of the Sea Treaty, as a political officer at the U.S. Mission to the United Nations in New York.

He was posted to Mexico City in 1981 and transferred to Tegucigalpa as political counselor in 1984.

From 1986 to 1989, Mr. Wilkinson worked on multilateral environmental and scientific affairs at State, and in 1991 he returned to Mexico City as political minister-counselor. His last overseas

posting, also as political minister-counselor, was to Brasilia in 1994.

Mr. Wilkinson continued to contribute his expertise on Latin America by teaching, writing and consulting after his retirement. As an arms control expert, he served on U.S. delegations to international disarmament conferences.

Mr. Wilkinson was elected president of AFSA in 1989, serving until 1991, and served as chairman of The Foreign Service Journal Editorial Board from 2005 to 2011.

When off duty, Mr. Wilkinson pursued his passions for racquet sports, bridge, chess and backgammon as an active member of the Chevy Chase and Metropolitan Clubs.

Mr. Wilkinson is survived by his wife, Xenia Vunovic Wilkinson, also a retired FSO; children from his first marriage to Rosalie Ford Wilkinson, Rebecca and Jennifer; grandchildren: Maxwell and Madeline Rose Wilkinson and Christopher and Ian Schiffgens; and sister, Joan Susannah Sadler.

Donations in his memory may be made to The Senior Living Foundation of the American Foreign Service, The Chesapeake Bay Foundation or The Diplomacy Center Foundation. ■



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Nice Guys Really Do Finish First

Outpost: Life on the Frontlines of American Diplomacy

Christopher R. Hill, Simon & Schuster, 2014, \$30/hardcover, \$14.99/Kindle, 448 pages.

REVIEWED BY STEVEN ALAN HONLEY

Foreign Service memoirs tend to come in two flavors. Many retired FSOs (legends in their own mind, if not their own time) revel in detailing the myriad ways in which they were absolutely indispensable to the success of U.S. foreign policy throughout their distinguished careers. The more generous of them acknowledge that colleagues and underlings may have been involved, as well, but only in supporting roles.

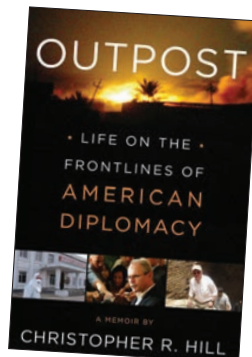
Other memoirists choose a humble-brag approach, professing to have been just a small cog in the diplomatic machinery—but then quoting slews of folks who extol their role as actually having been key. That attitude may have been what inspired Golda Meir’s catchphrase: “Don’t be so humble! You’re not that great.”

Four-time Ambassador Christopher R. Hill’s career certainly gave him plenty of material for a self-congratulatory memoir in either of those traditions. Happily, *Outpost: Life on the Frontlines of American Diplomacy* not only adroitly avoids both traps, but stands as an exemplar of its genre.

After a short prologue recounting an especially eventful day during his year as ambassador to Iraq (2009-2010), Hill employs a straightforwardly chronological approach for the rest of the book. Normally, I’m not enthralled to read about the early days of authors, but his account of growing up in a Foreign Service family, and spending two years

as a Peace Corps Volunteer in Cameroon in the mid-1970s, actually left me wanting to hear more. (Admittedly, that could also be at least partly due to the fact that during my own Foreign Service career, I spent three years as the desk officer for that fascinating country.)

While it seems likely to me that someone with Hill’s diplomatic and linguistic talents would have advanced in any case, the retired ambassador readily acknowledges that he was highly fortunate in his mentors, chiefly Larry Eagleburger (the only career FSO to serve as Secretary of State) and Richard Holbrooke. Hill gives us lots of stories about the latter figure; indeed, it is rare for him not to mention Holbrooke at



key policymakers in your own government oppose the very concept of negotiations, as Hill’s frustrating encounters with Vice President Dick Cheney and Kansas Senator Sam Brownback, among others, make painfully clear.

On a brighter note, one of my favorite episodes in

Outpost comes from Hill’s too-brief stint as ambassador to South Korea (2004-2005). Determined to get off on the right foot, he asks a group of young Korean contacts how Embassy Seoul can improve its website. “Get a new one!” is the immediate response. Instead of being offended or seeking a more palatable answer from another group, Hill does just that.

Still, as Hill observes, some problems remain intractable no matter how hard you work. This is especially true when key policymakers in your own government oppose the very concept of negotiations.

least once in every chapter, if only in passing.

Over the course of his career, Hill was entrusted with increasingly prominent roles in handling momentous negotiations, from the 1995 Dayton Accords to the Six-Party talks with North Korea a decade later. Though he is, understandably, no fan of Serbian President Slobodan Milosevic, he does give the devil his due. The same is true for other difficult characters with whom Hill butted heads.

Still, as Hill observes, some problems remain intractable no matter how hard you work. This is especially true when

Then, when a Foreign Service National employee confirms Hill’s sense that his inaugural posting on the new and improved site is “extremely boring,” the ambassador asks him to take his chair while he dictates a new message: “It was also boring, but at least it came directly from me and gave the audience a sense that they were communicating with the U.S. ambassador.”

One also gets that strong sense of connection throughout this masterful memoir, which is anything but boring! ■

Steven Alan Honley is The Foreign Service Journal’s contributing editor.

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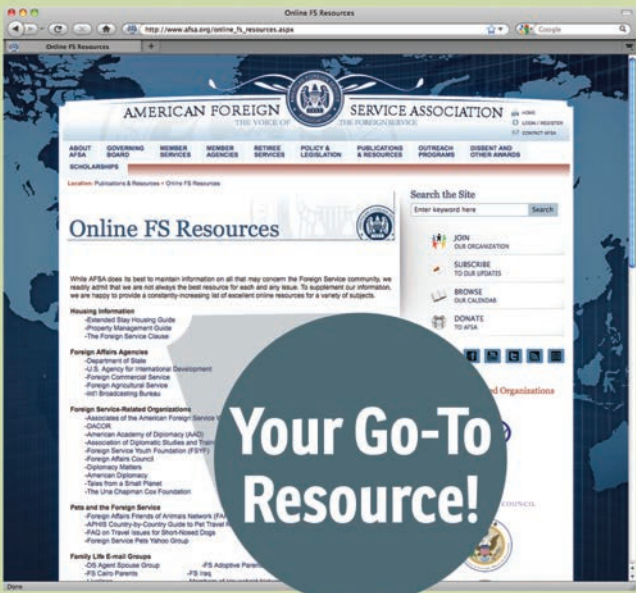
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Coming Out of the Cold

BY JIM OWEN

I was assumed to be a spy when I was in seventh grade.
 You see, I was an American living in Moscow, USSR,
 And the oldest son of an American diplomat.
 Accordingly, I was believed to be a threat to the
 Soviet Socialist Republic.
 There were big, uniformed guards at the entrance
 to our apartment building,
 Not so much to protect me from Russians,
 But to keep track of my coming and going,
 And to dispatch their spies to watch what I was up to.

You don't believe me?
 I was old enough, and had just enough Russian,
 To go get a haircut on my own.
 The barber shop was a few blocks away,
 And I could walk there in just a few minutes.
 Every time I went my guards would make a call,
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 I was also reading Tolkien, books about Narnia,
 And the great spy story, *Kim* by Rudyard Kipling.
 Since I was sure my bedroom was bugged,
 I used to talk and read things to my walls,
 My very own information counter-offensive.
 I wanted Them to know
 That I knew They were there,
 That I could play the Game too,
 And I wanted to expose Them to the corrupting influence
 Of a 12-year-old American Spy. ■



Jim Owen and his mother in front of their first apartment building. They were forced to move when the building was condemned.



The Kremlin Tower and St. Basil's Cathedral.



The view from their new apartment.

Jim Owen is the eldest son of the late FSO Robert I. Owen and Mary Owen. His father joined the Foreign Service at the end of World War II and served in the Dominican Republic, Finland, the Soviet Union, Germany and the former Yugoslavia, retiring in 1971. Born in Ciudad Trujillo (now Santo Domingo), Jim lived in Moscow twice during the 1950s, the second time as a middle-schooler in 1958-1959. Jim and his wife, Jan, settled in Maine in the early 1970s. To his delight, their twin daughters went just to Bangor schools until they left for college. Jim is now retired, and enjoys writing poetry. Photos courtesy of Jim Owen.

The Ahu Tongariki is Easter Island's largest collection of moai (monolithic human figures carved from rock). It sits on the island's east coast, facing west. These moai, like most of Easter Island's 887 such figures, were carved at the Rano Raraku quarry about one mile away. Nobody knows why these figures dot the island, or whom they depict, although most suspect they are either deities or local chieftains. The Ahu Tongariki was toppled at least twice—once during tribal warfare on the island in the 17th century, and again in 1960 when a tsunami caused by the enormous Valdivia earthquake swept over the coast. ■



Ásgeir Sigfússon is AFSA's director of new media. He was fortunate enough to visit Easter Island—one of his bucket-list destinations—in March 2015. A native of Iceland, Ásgeir arrived in the United States in 1997 for college and, after finishing graduate school, decided to stay. He's been with AFSA in a variety of capacities since 2003. He loves to travel and plans on visiting all U.S. states. So far, he's made it to 29 of them, with plans for 30 and 31 (Maine and New Hampshire) this summer. He took this photo with an iPhone 4S.

Please submit your favorite, recent photograph to be considered for Local Lens. Images must be high resolution (at least 300 dpi at 8 x 10") and must not be in print elsewhere. Please submit a short description of the scene/event, as well as your name, brief biodata and the type of camera used, to localens@afsa.org.



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