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**On the Cover:** From left, Ambassador Mark C. Storella, Zambian Minister of Finance and National Planning Situmbeko Musokotwane, and Minister of Health Kapembwa Simbao shake hands on signing the PEPFAR framework in November 2010. Photo: U.S. Embassy Lusaka.

# Seizing Transition Opportunities

BY BARBARA STEPHENSON

It is easy at times like this, in the midst of a political transition that includes proposals to cut foreign affairs funding by 30 percent and undertake a sweeping reorganization, to overlook the opportunity that change on this scale presents for addressing issues that have plagued us and undermined our effectiveness.

I know. As a regular speaker on “Leading Change” in FSI courses, I have become over the years a cheerleader for making the most of transitions to reexamine priorities and ask what we could drop or cut back to make room for new priorities. Yet even I have found the scope and scale of the changes currently under discussion a bit daunting, and I fully understand if you have, too.

I suspect that writing a column like this will invite criticism that I, as AFSA president, should be fighting to stop the cuts and rallying the membership to oppose reorganization. But AFSA's record-high membership levels and the response and feedback from our “structured conversations” (now in their second year) and other communications tell me that many members are open to a sophisticated approach by AFSA that draws on our core competencies as diplomats.

We have, of course, been advocating for adequate funding for the foreign affairs



*Ambassador Barbara Stephenson is the president of the American Foreign Service Association.*

**We need to field a Foreign Service team trained, equipped, resourced and structured to play at the top of its game.**

budget. In this we have joined forces with the U.S. Global Leadership Coalition, which fights for full funding of the 150 account that covers foreign affairs, and I have been making multiple pilgrimages each week to speak to Hill supporters about why this is not the time to weaken America's global leadership by starving the Foreign Service of funds.

How, I ask during Hill meetings, would we explain to voters a decision to pull the American Foreign Service team off the field and forfeit the game to our adversaries? Nine in 10 Americans favor strong American global leadership, which is unthinkable without a strong, professional Foreign Service deployed around the world protecting and defending America's people, interests and values. I see no signs of a mandate to weaken American leadership; rather, I see a hunger for American diplomacy to deliver wins.

How then do we, the professional career Foreign Service, work to ensure that we are fielding a diplomatic team capable of delivering the wins the American people want? We need to field a Foreign Service team trained, equipped, resourced and structured to

play at the top of its game.

I propose that we seize the opportunities presented by this transition to make the Foreign Service stronger as a key instrument of American global leadership. For starters:

**Let's recast the conversation on risk.** As I argued in the March *FSJ*, to lead, we must be present; and to be present, we must effectively manage the risks that are inherent in our deployment to 270 posts around the world, most of them in difficult environments, and many in dangerous ones.

An effective risk management policy does not guarantee that everyone comes home safe and sound. It means we manage risk smartly, according to established best practices, to weigh and document risk-benefit trade-offs in the decisions we make as we go about our priority work advancing America's interests abroad.

In his interview with me during our new “Continuing the Conversation” series, former Diplomatic Security Assistant Secretary Greg Starr talked to a packed house at AFSA about taking the next steps to adopt a comprehensive risk management framework at State.

## I propose that we seize the opportunities presented by this transition to make the Foreign Service stronger as a key instrument of American global leadership.

We need to build on the new 2 FAM 030 risk management policy and the Vital Presence Validation Process to put in place a comprehensive risk management framework that extends to the operational and tactical decisions made at post by Emergency Action Committees.

If you missed Greg Starr's interview, watch it on AFSA's YouTube channel, and give careful thought to the opportunities the political transition presents to move our organization to a firmer risk management footing. Doing so will help ensure that the Foreign Service team can be where we need to be, anywhere in the world, to defend America's people, interests and values.

**Let's refocus on core diplomatic work.** For all of you who have lamented (quite rightly) that the profusion of special envoys and the proliferation of priorities have weakened our effectiveness—when everything is a priority, nothing is a priority—I say to you that we now have an opportunity to streamline and create the conditions for a more effective and focused American foreign policy.

We must take care during such reorganizing to preserve core diplomatic capability, and I expect high-quality, informed debates over the coming months about what makes the cut, and what does not. There is no one better than seasoned, experienced members of the Foreign Service to shape that debate.

**Let's reintroduce the Foreign Service.** As a quick glance at AFSA's daily media digest shows, there is great interest now in the well-being of the Foreign Service, certainly more than I have ever seen in my career. We need to make the most of this interest to achieve a long-sought goal: increased awareness of and appreciation for the Foreign Service.

This is a chance to shed some false narratives, including the one about members of the Foreign Service being unwilling to serve in Iraq a decade ago during the height of the war. I regret that we did not do a better job then of explaining to the American people that we *did* fill every one of those Iraq positions, but at a cost.

We met our Iraq surge obligations by moving Foreign Service personnel, and then positions, from other important posts, sustaining vacancy rates of more than 25 percent at posts around the world to meet those obligations. Despite perceptions that took hold, the problem was never lack of courage and patriotism, but rather lack of numbers.

Then, as now, Foreign Service numbers were minuscule compared to those of the U.S. Department of Defense. With just over 16,000 total members—8,000 State FSOs, 6,000 FS specialists, 1,850 USAID FSOs, 255 Foreign Commercial Service officers, 175 FSOs from Agriculture, and a dozen from BBG—the Foreign Service is completely dwarfed by the Department of Defense's 750,000

civilian workforce and the nearly two million members of the uniformed military (1.4 million on active duty plus 580,000 in the reserves). The number of American diplomats is not much bigger than the number of people in U.S. military bands.

Though not as dramatic, comparisons with other diplomatic services show that the U.S. Foreign Service is distinctly modest in size. Take the United Kingdom, for example, which has about one-fifth the population of the United States, and a military roughly one-tenth the size of ours. The U.K.'s Department for International Development reports staff of 2,700, *more* than the total number of FSOs at USAID; and the Foreign Office reports about 5,000 diplomats, not vastly smaller than the 8,000 FSOs at State—and U.S. numbers, in contrast to U.K. numbers, include those adjudicating visas.

Despite our small size, much is expected of the highly skilled, dedicated and flexible U.S. Foreign Service—and long may that be so. We are, I would argue, exactly the right national security tool for the moment: a Service designed to be regularly redeployed around the world in pursuit of U.S. foreign policy objectives.

With our up-or-out system, we have a built-in reduction in force (RIF) that removes 300 of our colleagues from the Service each year—ensuring that it is high-performing, accountable and responsive to new priorities.

I urge each of you to give your best effort to making the most of the opportunities presented by this transition to make the Foreign Service stronger, in fact and in reputation, so that we can do our part to sustain the global leadership Americans want and the world needs. ■



# THE FOREIGN SERVICE JOURNAL

**Editor in Chief, Director of Publications**  
Shawn Dorman: [dorman@afsa.org](mailto:dorman@afsa.org)

**Managing Editor**  
Susan Brady Maitra: [maitra@afsa.org](mailto:maitra@afsa.org)

**Associate Editor**  
Gemma Dvorak: [dvorak@afsa.org](mailto:dvorak@afsa.org)

**Publications Coordinator**  
Dmitry Filipoff: [filihoff@afsa.org](mailto:filihoff@afsa.org)

**Ad & Circulation Manager**  
Ed Miltenberger: [miltenberger@afsa.org](mailto:miltenberger@afsa.org)

**Art Director**  
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**Advertising Intern**  
Aldar Ivàn Escamilla Mijes: [adintern@afsa.org](mailto:adintern@afsa.org)

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*The Foreign Service Journal* (ISSN 0146-3543), 2101 E Street NW, Washington, D.C. 20037-2990 is published monthly, with combined January-February and July-August issues, by the American Foreign Service Association (AFSA), a private, nonprofit organization. Material appearing herein represents the opinions of the writers and does not necessarily represent the views of the *Journal*, the Editorial Board or AFSA. Writer queries and submissions are invited, preferably by email. The *Journal* is not responsible for unsolicited manuscripts, photos or illustrations. Advertising inquiries are invited. All advertising is subject to the publisher's approval. AFSA reserves the right to reject advertising that is not in keeping with its standards and objectives. The appearance of advertisements herein does not imply endorsement of goods or services offered. Opinions expressed in advertisements are the views of the advertisers and do not necessarily represent AFSA views or policy. *Journal* subscription: AFSA member—\$20, included in annual dues; student—\$30; institution—\$40; others—\$50; Single issue—\$4.50. For foreign surface mail, add \$18 per year; foreign airmail, \$36 per year. Periodical postage paid at Washington, D.C., and at additional mailing offices. Indexed by the Public Affairs Information Services (PAIS).

**Email:** [journal@afsa.org](mailto:journal@afsa.org)  
**Phone:** (202) 338-4045  
**Fax:** (202) 338-8244  
**Web:** [www.afsa.org/fsj](http://www.afsa.org/fsj)

© American Foreign Service Association, 2017

PRINTED IN THE U.S.A.

Postmaster: Send address changes to  
AFSA, Attn: Address Change  
2101 E Street NW  
Washington DC 20037-2990



## CONTACTS



[www.afsa.org](http://www.afsa.org)

**AFSA Headquarters:**  
(202) 338-4045; Fax (202) 338-6820  
**State Department AFSA Office:**  
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**Labor Management Advisor**  
Patrick Bradley: [BradleyPG@state.gov](mailto:BradleyPG@state.gov)  
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Jaya Duvvuri: [DuvvuriV@state.gov](mailto:DuvvuriV@state.gov)  
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# Health Diplomacy and the Strength of “Soft” Power

BY SHAWN DORMAN

Last month we looked at U.S.-Europe relations and explored the importance of foundational diplomacy, of maintaining and growing ties with friends, tending the garden (as former Secretary of State George Shultz likes to say, and I like to repeat).

This month, our focus on global health diplomacy offers another angle on the same theme, the importance of effective soft power to serve national security goals. Relationships, partnerships, ties that can bind and bend but not break under pressure are what America needs and what diplomacy and development build.

In this close look at global health diplomacy, our authors share how the United States works with partners around the world to prevent the spread of dangerous diseases like HIV/AIDS, Ebola and Zika. And they throw light on the positive, nonlinear effects of this work.

When I heard a recent CSIS Global Health Policy Center podcast interview with Mark Storella, a career FSO who was U.S. ambassador to Zambia from 2010 to 2013 and is currently deputy assistant secretary for the Bureau of Population, Refugees and Migration, I knew he was the one to write our lead article.

In “Leveraging Health Investments

for U.S. Diplomacy,” Ambassador Storella draws on his experience to spell out the unique capacity the United States has to



*Shawn Dorman is the editor of The Foreign Service Journal.*

have a global impact on health, and the ways ambassadors can and must “seize the opportunity” that health programs present.

“As we all work to prepare for and defeat emerging diseases and pandemics,” says Amb. Storella, “health programs are not just international good deeds; they are an investment in the security of the American people.”

Storella’s story includes a discussion of the unique role of the U.S. President’s Emergency Plan for AIDS Relief, known as PEPFAR, told by Dr. Deborah L. Birx, who oversees PEPFAR as U.S. Global AIDS Coordinator and U.S. Special Representative for Global Health Diplomacy.

Launched in 2003 by then-President George W. Bush and coordinated by the State Department, PEPFAR stands out as a critical U.S. interagency program that is helping to bring the global HIV/AIDS epidemic under control, in particular in sub-Saharan Africa where it threatened to engulf the entire continent.

On April 13, former President Bush, who had not come into office seeking to expand soft power, said this about the program he launched: “When we confront suffering—when we save lives—we breathe hope into devastated populations, strengthen and stabilize society, and make our country and the world safer.”

Ambassador (ret.) Jimmy Kolker adds another dimension in “HHS and Health Diplomacy.” He shares insights gained in taking an unusual path from a 30-year

Foreign Service career to work as assistant secretary for global affairs in the Department of Health and Human Services—which is doing far more work overseas than many realize.


In “USAID FSOs Reflect on Global Health Diplomacy” Bea Spadacini speaks with USAID global health officers about their work saving lives while advancing U.S. interests. These FSOs explain how U.S. leadership in global health serves to push other countries to take health issues seriously and establish commitments on a global level.

Ambassador Nancy J. Powell, who led the State Department’s Ebola Coordination Unit in 2014 and was senior coordinator for avian influenza in 2005, and Gwen Tobert, who was a member of the ECU and now leads the Pandemic Response Team at State, co-author a fascinating and practical piece. “Fighting Pandemics: Lessons Learned” offers guidance for a strategic approach to ensuring the State Department is prepared to manage future pandemics.

Also in this issue, you will find a hard-hitting critique of State’s digital diplomacy, an FS Know-How on dealing with property managers, and more.

Finally, a pitch to all AFSA members—**please vote** in the AFSA election going on right now. Make sure your voice is heard by submitting your ballot **by June 8 at 8 a.m.** to select your 2017-2019 AFSA Governing Board and to weigh in on proposed bylaw amendments. See page 52 for details.

Thank you for participating. ■



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**THE FOREIGN SERVICE JOURNAL**

American Foreign Service Association

## Highlighting Diplomatic Security

I want to thank you for the recent article, “Law Enforcement As an Instrument of National Power,” by Ronnie Catipon (March *FSJ*).

At this time in Washington, D.C., the Bureau of Diplomatic Security needs to advocate for itself, and we absolutely must have the support of our Foreign Service partners in this effort.

The article succinctly and accurately demonstrated the unique value that DS provides to the United States, something that could potentially be overlooked during this period of transition.

I truly hope the *FSJ* will continue to highlight our efforts and the important work that our bureau does, not just for the diplomatic community, but for the American taxpayers, as well.

*Joe Mahoney*

*Resident Agent in Charge*

*Hot Springs, Arkansas*

## ‘One Team, One Fight’ Is No Cliché in Peshawar

My four years of service in the United States Marine Corps ingrained in me the importance of the chain of command. Whether I was conducting combat operations in Iraq or Afghanistan, or at my duty station in Hawaii, the chain of command was sacred.

As an 18-year-old private first class, I did not socialize with noncommissioned officers, and certainly not with commissioned officers. The lines of demarcation were distinct, and we all followed and never questioned them.

While this system works fantastically in the Marines, evidenced by the proud battle record of the Corps, at U.S. Consulate General Peshawar, we have a different way of doing things. After reading the March *Foreign Service Journal*,

which celebrated the centenary of the diplomatic security function, I want to share my unique experience with this organization.

When I arrived in Peshawar in November 2015 with five other brand-new Security Protective Specialists hired specifically to supplement DS special agents in high-threat environments, I somehow expected to see the same rigid structure observed in the Marine Corps.

Instead, I was immediately struck by the cohesion and camaraderie, not defined by rank or title, of a team unified by a common objective.

During duck-and-cover, earthquake and overland evacuation drills, I recognized that we were not just a Regional Security Office team, but rather *a consulate team*. Within a few months of our arrival, we had the opportunity to assist the political chief in a discussion of American college opportunities with a room full of eager Pakistani university students.

On any given day in Peshawar, we may be traveling in an early morning motorcade through one of the most austere and dangerous locations in the Foreign Service. By lunch, we could be assisting the political chief in choosing a caterer for an upcoming diplomatic reception.

Obviously, this was not written into the SPS job description, but I am immensely satisfied with the exposure to other sections that I have been fortunate to experience at this unique post.

Peshawar still feels more like a frontier town than a modern city, and in many respects it is, being the last stop before entering the tribal lands of Pakistan and Afghanistan. It will never be



confused with Paris; but for the right person, it can be a rewarding experience.

It has been so for me. As I start my second tour on our .9-acre slice of Pakistan, I look forward to another year of interaction with the people of Pakistan and challenging and interesting security work.

Most of all, I look forward to being a contributing member of the consulate team, where “One Team, One Fight” is more than just a cliché. It is our reality.

*Nicholas Durr*

*Security Protective Specialist*

*U.S. Consulate General Peshawar*

## An Eloquent Letter

Much in the March *FSJ* interested me, but above all is the eloquent resignation letter of Timothy Lunardi.

The *FSJ* could scarcely be accused of timidity in any case, but its publication of this letter with its explicit criticism of President Donald J. Trump showed outstanding courage.

In my *Theology and the Disciplines of the Foreign Service* (reviewed in the April 2015 *FSJ*), I described the distinctive ethos of the Foreign Service as I knew it. It included getting the facts that one reported back to Washington exactly right and employing rigor in drawing conclusions from them.

This ethos conflicts inherently with what I perceive to be that of the Trump administration, which has perhaps a special potential for confrontation.

I am glad that the *FSJ* is not shying away, but instead is providing resources out of which to respond.

*The Rev. Theodore L. Lewis*

*FSO, retired*

*Germantown, Maryland*

## The Wrong Image

The cover of the March *Foreign Service Journal* is hauntingly emblematic of what is wrong with U.S. foreign policy in Afghanistan and, sadly, elsewhere.

The image of dedicated Diplomatic Security personnel and contractors risking life and limb to protect fluttering female officers and tennis-shoe-clad “diplomats” and “development specialists” makes it seem like a cute game that, tragically, demonstrates the folly of our castrated foreign policy mechanisms.

I wonder whether this image bothers anyone else?

All I gather is that the Department of State and Foreign Service professionals have been relegated to roles where they write in groupthink to rue the tough deals that the Trump administration must make to restore our leadership in the world. ■

*Thomas R. Hutson*  
*FSO, retired*  
*Eagle, Nebraska*



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## Veterans Writing Project and FSO Ron Capps Receive Award

On April 5 the Veterans Writing Project and its founder, U.S. Army veteran and retired FSO Ron Capps, received the 2017 Anne Smedinghoff Award.

The annual prize is dispensed by the Johns Hopkins University Foreign Affairs Symposium in honor of Anne Smedinghoff, a Foreign Service officer, graduate of Johns Hopkins and member of the Foreign Affairs Symposium who was killed in a suicide bomb attack in Afghanistan in 2013.

The award committee recognized Capps as “an individual who has dedicated his life to service, social justice and a commitment to others” and stated that the VWP’s commitment to veteran awareness “would most fittingly honor Anne’s memory.”

The VWP provides no-cost writing workshops for veterans and their family members, and publishes their writing online and in print. Working with partners it provides workshops and seminars across the country.

The project’s literary journal, *O-Dark-Thirty*, publishes works of fiction, poetry, memoirs and plays by veteran and family member authors.

The VWP also serves wounded warriors at the National Intrepid Center of Excellence, the Defense Department’s premier research and treatment facility for post-traumatic stress disorder and traumatic brain injury.

“We’re honored to be recognized for the work we’ve done supporting veterans and their families,” Capps said on receiving the award. “Much of what we do echoes Anne’s interests in education and outreach to underserved areas.”

Capps, who has served as a soldier

and a Foreign Service political officer in Rwanda, Kosovo, Afghanistan, Iraq and the Darfur region of Sudan, founded the VWP in 2011 while a student in Johns Hopkins University’s graduate writing program.

His memoir, *Seriously Not All Right: Five Wars in Ten Years*, was published in 2014 and reviewed in the June 2014 *FSJ*.

—Susan B. Maitra, *Managing Editor*

## Where Are the Ambassadors?

As has been noted by commentators and the press, the pace of President Donald Trump’s transition has been unusually slow, especially when compared to many of his predecessors. Important assistant secretary and under secretary positions remain unfilled, months into the new administration. But it is not only Cabinet appointments that are moving at a snail’s pace.

By early April, the Trump White House had made only five nominations for ambassadorships—former South Carolina Governor Nikki Haley for the United Nations, David Friedman for

Israel, Iowa Governor Terry Branstad for China and career FSOs Todd Haskell for Republic of the Congo and Tulinabo Mushingi for Senegal and Guinea-Bissau. Of the five nominated, only Ambassadors Haley and Friedman have been confirmed.

The press has floated names for such prestigious ambassadorships as the United Kingdom, Ireland, Austria, Italy, Spain, Japan and the Dominican Republic. But at press time, nothing was official.

Traditionally, many of these embassies are headed by politically appointed ambassadors rather than career members of the Foreign Service.

As we have done since the 1970s, AFSA is keeping track of these nominations, as well as those for senior posts at the foreign affairs agencies.

A list of current U.S. ambassadors is available through the AFSA website at [www.afsa.org/ambassadorlist](http://www.afsa.org/ambassadorlist), as well as President Trump’s nominations at [www.afsa.org/trump](http://www.afsa.org/trump).

—Theo Horn, *Communications Intern*

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## Contemporary Quote

“If you want to be peaceful here, if you want to preserve our way of life, you better be involved over there. The only thing I can tell you after 15 years of being at war, we are never going to win this war all of us staying over here. And the best and brightest among us are not just our soldiers, it’s the people in the State Department and the NGOs who go and represent American values without carrying a gun.”

I am a pretty hawkish guy but I’ve had the pleasure of seeing our State Department in action, our NGO community in action, and I believe we would be wise to invest in them just as we would be wise to invest in our military.”

—Senator Lindsey Graham (R-S.C.), speaking with U.S. Institute of Peace President Nancy Lindborg at the USIP’s “Passing the Baton” event on Jan. 10.

## Is a State Department Reorganization in the Works?

On March 15, the Trump administration released its proposed budget for 2018, with deep cuts planned for the State Department and USAID.

On March 27, Steven Mufson of *The Washington Post* reported the open secret that the Trump budget has its roots in a proposal by the Heritage Foundation, “Blueprint for Balance: A Federal Budget for 2017.”

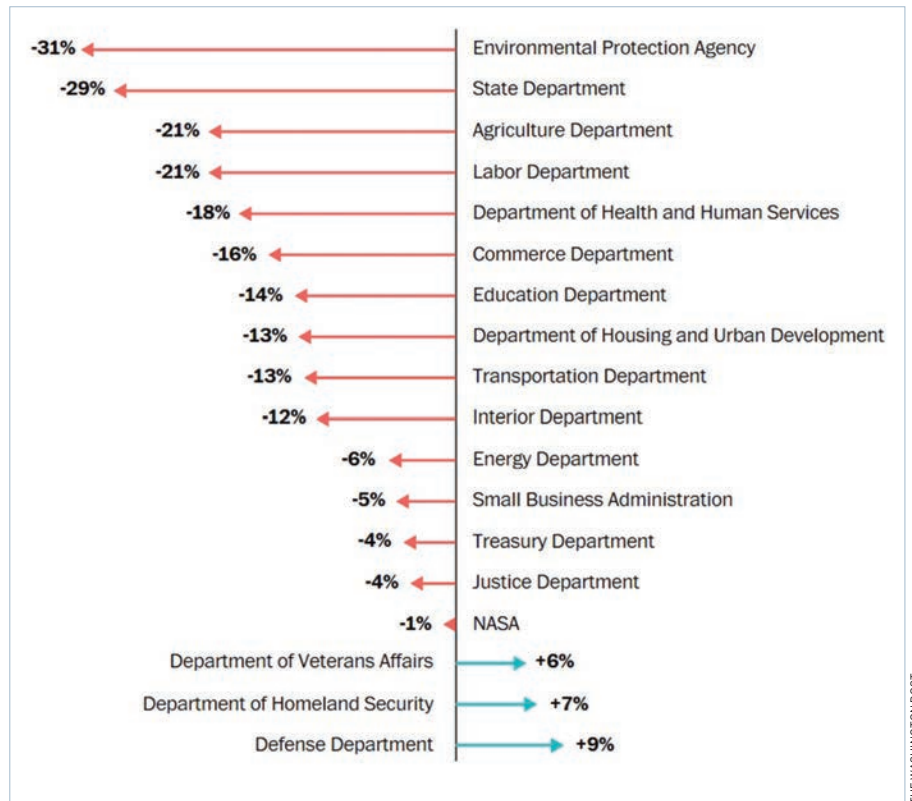
Accordingly, one might reasonably expect to find a hint of what’s behind the proposed 29-percent cut at the State Department in another Heritage Foundation report, “How to Make the State Department More Effective at Implementing U.S. Foreign Policy,” published in April 2016.

Indeed, POLITICO sussed out as much in conversations at the State Department, according to an April 9 article written by Nahal Toosi and Andrew Restuccia.

The Heritage report—written by Brett Schaefer, the Jay Kingham Fellow in International Regulatory Affairs at the Heritage Foundation’s Margaret Thatcher Center for Freedom—states that deficiencies in influence, responsiveness and effectiveness at State are not a matter of resources but must be addressed through improved leadership, organization and clarity of mission.

To reestablish clear lines of authority on foreign policy, the report argues, the Secretary of State must be the chief foreign policy adviser to the president and the operational role of the National Security Council must be reduced, with its responsibilities transferred to the under and assistant secretaries at State.

Additional recommendations include: return the Policy Planning Staff to its original purpose or eliminate it; remove



Winners and losers in the Trump administration’s 2018 budget proposal.

Cabinet rank from the U.S. ambassador to the United Nations; curtail the use of special envoys and special representatives; ensure that all candidates for ambassadorial appointments are qualified, according to the requirements of the Foreign Service Act of 1980; and reinforce the authority of U.S. ambassadors.

A series of proposals for reorganizing the department aim to strengthen core bilateral and multilateral diplomacy. They include establishing an under secretary for multilateral affairs and changing the position of under secretary for political affairs to undersecretary for bilateral affairs, shifting the responsibilities of most functional bureaus to them.

Also proposed is to change the name of the Bureau of Economic and Business Affairs to the Bureau for Economic

Development and incorporate USAID, while restricting activities for which the U.S. Trade Representative, the Commerce Department and Treasury have primary responsibility.

Other recommendations would eliminate the position of under secretary for civilian security, democracy and human rights and shift those responsibilities to the under secretary for multilateral affairs, integrating democracy and human rights offices into the regional bureaus; eliminate the position of deputy secretary for management and resources; and merge complementary offices and bureaus.

When POLITICO reporters caught up with Schaefer in early April, he said he had talked with a range of people as he prepared the recommendations, and had

found a broad consensus that State could be more efficient.

“Every administration makes changes, but I suspect there’s going to be a little bit more under this administration,” Schaefer told POLITICO. Even if every proposal doesn’t become a reality, he added, it’s worth simply having the debate: “In the end this is a healthy process.”

—Susan B. Maitra, *Managing Editor*

## Outcry Continues over Scaling Back “Soft Power” Budgets

Lawmakers have continued to focus on the proposed budget and its sweeping cuts to the Department of State and USAID budgets.

According to President Trump’s budget chief, Mick Mulvaney, the president is using the budget to redefine U.S. foreign policy priorities, focusing on “hard power” by boosting the military, while scaling back “soft power”—a category that includes diplomacy, cultural exchanges and participation in international institutions.

But the changes have drawn swift criticism from many members of Congress on both sides of the aisle and others.

In an April 13 interview with NPR, former President George W. Bush called foreign aid a moral and national security priority. Asked about his centerpiece “soft-power” initiative, the President’s Emergency Plan for AIDS Relief, known as PEPFAR, Bush said: “When you have an entire generation of people being wiped out and the free world turns its back, it provides a convenient opportunity for people to spread extremism. I believe in this case that it’s in our national security interests as well as in our moral interest to continue funding this program.”

Representative Ted Yoho (R-Fla.), a well-known advocate for cutting wasteful government spending, rejected the idea

of slashing foreign aid and diplomatic budgets. “At a time when American leadership is needed more than ever, we must continue to invest in the International Affairs budget,” he stated.

Speaking to Voice of America, Senator Patrick Leahy (D-Vt.) said: “Even the military will tell you that if we don’t have a diplomatic outreach, what’s going to happen—that [void] will be filled by the Russians and the Chinese.”

Senator Chris Coons (D-Del.) suggested that the proposed budget shows an overreliance on the military and a fundamental “underappreciation of the power and the effectiveness of diplomacy.”

Speaking to VOA, Liz Schroyer, president and CEO of the U.S. Global Leadership Coalition, stated that she was encouraged by the quick reaction to the budget proposals on Capitol Hill, and by the bipartisan support for U.S. diplomats and foreign aid organizations.

In an editorial for *The Chicago Tribune*, Richard Longworth, a distinguished fellow at the Chicago Council on Global Affairs, describes the 21st century as a “global era dominated by soft power” and asserts that, by defunding the State Department and foreign aid programs, Trump is disarming the United States of one of the most powerful weapons in the modern arsenal, influence on the world stage.

See more statements from lawmakers and other leaders in defense of diplomacy and development practitioners at the AFSA website, <http://afsa.org/quotes-support-foreign-service>.

—Gemma Dvorak, *Associate Editor*

## State Department Press Room Goes Dark, Again

Transitions notwithstanding, press briefings have been a staple of almost-daily activity at the State Depart-

ment for decades. So it was different when, after the Trump inauguration in January, State did not hold a press briefing for more than six weeks, referring questions to the White House instead.

On March 7, State Department press briefings resumed, with Mark Toner, a career Foreign Service officer who stayed on as acting spokesperson under Secretary of State Rex Tillerson, presiding. The opening question that day from Associated Press reporter Matt Lee, the unofficial dean of the State Department’s press corps, included a preamble reminding the spokesperson of the importance of the tradition.

“Welcome back,” Lee said to Toner. “This, as you well know, is a very important venue for not only foreign governments but foreign publics, the American people, and the men and women who work here and in embassies abroad. They all look to this briefing; they take their cues from it.”

During the next three weeks, 10 briefings were held—half of them live, with Toner at the podium, and half of them via conference call.

But since March 23, except for providing teleconferenced special briefings on particular topics and briefing individual reporters on background, lights were off again in the press room until April 11, when they briefly flickered as Mr. Toner gave an off-camera briefing.

The department is reportedly searching for Mr. Toner’s replacement, but as we go to press there is no decision on a new spokesperson or on when and in what form regular briefings will resume.

Michael Abramowitz, president of the independent watchdog group Freedom House, highlighted the importance of the role in an interview with ABC News: “In many ways, with the possible excep-



## International Cooperation in Space

The treaty on outer space exploration, completed at United Nations headquarters on Dec. 8, 1966, was in progress almost 10 years. It attests to the doggedness of men in the State Department and other agencies who stuck to their tasks despite U-2, Congo and Vietnam to produce a peace treaty for an area where there have been no wars.

...The treaty also contains other original U.S. proposals, such as: outer space exploration shall be conducted in the interests of all countries; international law and the U.N. Charter extend into outer space; and outer space is not subject to national appropriation. This last provision makes it impossible to lay claim to any portion of outer space, and hopefully ends any danger of colonies and colonial wars in space such as followed the exploration of the New World.

This interest in the international regulation of outer space was just part of the United States' program of cooperation in space. This program, involving tracking, communications,

meteorology and scientific research, today includes over 60 countries.

One of the first steps, taken in mid-1958, was to separate the major part of U.S. space research from military auspices through the creation of the National Aeronautics and Space Administration. NASA meant that the United States could cooperate with others without fear of compromising its military programs, and others could cooperate with us without fear of compromising their neutrality.

...The U.N. Committee on the Peaceful Uses of Outer Space was an American initiative. During the days of Ambassador [Henry Cabot] Lodge in the U.N., the Soviets refused meaningful participation, though in recent years they have been far more constructive. It is through the Committee that the negotiations were conducted which led to the present treaty.

While much of the treaty is contained in earlier U.N. resolutions, particularly those of 1963, a treaty represents an enormous increase in commitment over resolutions, being

legally as well as morally binding. This is particularly true for the Soviets who have proved far more reluctant to violate treaties than U.N. resolutions.

The treaty contains three outstanding provisions, which go beyond the initial planning of the State Department and represent the treaty's most significant contribution to peace. One provision outlaws the orbiting of nuclear and other weapons of mass destruction and stationing them in outer space; another forbids military bases, weapons testing and military maneuvers on celestial bodies; and the third gives signatories the right to visit each others' facilities on the moon and other celestial bodies.

...President [Lyndon] Johnson recently declared that the outer space treaty was "the most important arms control development" since the Test Ban. This was a safe statement as there virtually hasn't been any. One wonders why progress could not have been made on a comprehensive nuclear test ban and why a nonproliferation treaty still eludes us.

—Craig Eisendrath, Office of U.N. Political Affairs, in "The Outer Space Treaty" excerpted from the May 1967 FSJ.



tion of the White House spokesperson, the State Department spokesperson is perhaps the most important in the entire U.S. government because the State Department spokesperson is basically sending out what U.S. foreign policy is to the whole world."

—Gemma Dvorak,  
Associate Editor

## New Academic Agreements Increase Access to Education

Acting Director of Office of Personnel Management Kathleen McGettigan has announced new academic agreements with four schools in OPM's ongoing effort to expand educational benefits to federal workers.

The four schools are: College for America at Southern New Hampshire University, Drexel University Online, Georgetown University School of Continuing Studies and the University of Maryland Robert H. Smith School of Business.

The agreements provide tuition discounts and scholarships to federal employees and, in some cases, extend the

benefits to spouses and dependents.

The institutions selected have a number of programs that cover “mission-critical” skills, including cybersecurity, science, technology, engineering and mathematics.

The new agreements are part of OPM’s continuing endeavor to “recruit and retain a world-class workforce to serve the American people,” and to increase federal employees’ access to high-quality, affordable education.

—Gemma Dvorak, Associate Editor

## In Support of Global Engagement

“America’s Role in the World” was the subject of a March 21 hearing at the House Armed Services Committee where former Secretary of State Madeleine Albright and former National Security Advisor Stephen Hadley testified on global challenges and the role the United States should play in maintaining international order.

When Rep. Jackie Speier (D-Calif.) asked about the ramifications of potentially defunding international organizations as outlined in the president’s budget request, Secretary Albright replied: “I think they are so stunningly damaging to America’s position that I find it hard to believe that somebody that is in the U.S. government could even suggest it.”

Albright cited her experience as U.S. ambassador to the United Nations, arguing that while the organization does need change, “it is hard for us to have influence in reform if we are creating a financial crisis there, and we lose our influence. If you go off the human rights council you lose your influence...”

Citing the work of the United States Institute of Peace, where he serves as chairman of the board, Hadley argued that defunding certain tools of national

## SITE OF THE MONTH: [www.cdc.gov/globalhealth/index.html](http://www.cdc.gov/globalhealth/index.html)

The Centers for Disease Control and Prevention’s Global Health website has a wealth of information for travelers and highlights the significant work done by CDC health officers in more than 60 countries worldwide.

With a dedicated section for travelers, the CDC website should be the first stop for anyone looking for advice on how to stay healthy when traveling abroad.

The website has information about current health threats in particular countries or regions (for example, an increased risk of Zika in South America, or HIV/AIDS in Africa) and best practices for minimizing the risk to travelers of all ages. There is also a section on vaccines and a state-by-state map of where to obtain them in the United States.

Visitors to the site can also learn about the work the CDC is doing



worldwide, and with a number of international partners. The website hosts a blog, written by CDC officers in the United States and in the field, that features programs CDC is supporting and success stories fighting back against global epidemics. The “Stories” section brings a personal dimension to the fight, sharing individual experiences from both CDC health officers and those benefiting from programs abroad.

—Gemma Dvorak, Associate Editor

power is shortsighted. USIP is one of 19 organizations facing elimination under the president’s budget request.

At the height of the Iraq War USIP trained local negotiators to mediate conflict between Iraqi tribes in a region once known as the “Triangle of Death” and fostered a peace that has stood for more than 10 years, Hadley reported.

“Those preventative tools avoid our need to use the military instrument down the road when a fragile state has become a conflict state,” he added. “We underinvest in those [tools] at our peril.”

Albright testified to the importance of remaining engaged in the world given the globalized nature of modern threats.

“We are not safer if we are isolated. An isolationist America is the most dangerous thing for Americans, as well as for the world.”

Hadley echoed this point, arguing that if Washington decides to forgo a leadership role the global order will revert to its “traditional way”—with large powers like China and Russia benefiting at the expense of small powers.

“That’s not the international order that we want,” Hadley stated. “It’s not the international order that’s in our interest, and it’s not an international order that will provide enduring peace and security.” ■

—Dmitry Filipoff, Publications Coordinator

# Digital Diplomacy: Will State Ever Take the Plunge?

BY AMELIA SHAW

When I came into the State Department in 2014, I was excited to add my skills to our country's public diplomacy (PD) effort. I brought with me 15 years of media experience, and imagined entering a cutting-edge operation, where highly skilled teams use technology and innovation to promote our national foreign policy to publics abroad.

But that's not what I found. Instead, it feels more like being stuck in a time warp from the late 1990s.

Here's what I mean. I recently took six weeks of training in preparation for my first assignment as a PD officer, in Vientiane. During our 180 hours of class time, we talked about a lot of things—the history of the U.S. Information Agency, the legacy of Edward R. Murrow and the meaning of PD. But we spent just three hours on digital media—less than 2 percent of total training time.

I was shocked. While our bureaucracy has been busy plugging away at statecraft, the rest of the world has undergone a digital revolution. Has State even noticed?

As of December 2016, there are about 3.4 billion people using the internet worldwide—47 percent of the global population—with just over half of them using Facebook.

Due to the breakneck speed of mobile phone penetration into the developing world, the number of people online is expected to continue to rise steadily. Increasing numbers of users are younger than 30 and live in developing or transitional economies in Asia, Africa and Latin America.

Many of us Foreign Service types live and work in those places. But are we present there virtually? And are we making the most of the huge (not to mention relatively low-cost) opportunity that digital media offer our diplomatic missions in our quest to win the hearts and minds of the foreign public?

Many leading analysts would answer with an emphatic no.

## Jets Don't Go on Highways

"The U.S. government is appalling at giving diplomats the leeway to use technology as it is intended," says Nicholas

Cull, director of public diplomacy at the Annenberg School for Communication and Journalism (part of the University of Southern California). Cull has advised the State Department for years on PD issues and lectures regularly at the Foreign Service Institute.

"You can't drive a jet on a highway. Digital platforms were designed to create relationships, not just push messages out," Cull adds. "The average U.S. embassy Facebook page makes it look like the U.S. government doesn't understand the business of public diplomacy."

Cull is referring to the practice among many U.S. missions of using Facebook as a signboard on which to cut and paste media content created in Washington or post drab "LOPSA" (lots of people standing around) photos. Either way, too often content is placed without considering how it resonates locally. Your average Nepali, for instance, might not be interested in a post about the kinds of vegetables planted in the White House kitchen garden.

There are, of course, missions that stand out for successfully using social media to create local buzz. Embassy Moscow's 2015 tweet about the U.S. ambassador landing on the moon is a great example of dishy repartee with Russia's *dezinformatsiya* or fake news apparatus. But these efforts tend to be the exception, not the norm.

Compared to other Web and Facebook pages, U.S. mission digital platforms generally experience low traffic. Online users who do follow the U.S. pages rarely



*Amelia Shaw, the 2015 recipient of AFSA's W. Averell Harriman Award for Constructive Dissent, joined the State Department Foreign Service in 2014. Prior to that, she was a foreign correspondent for National Public Radio, a TV news producer with the United Nations, a digital media adviser for the Australian Broadcasting Corporation and a specialist in social marketing for international aid organizations. She was also a Fulbright Scholar in Haiti in 2003.*

*From 2014 to 2016 Ms. Shaw served as a consular officer in Tijuana, and is now in training to serve as a public diplomacy officer in Vientiane, beginning this summer. The views expressed in this article are those of the author alone and not necessarily those of the Department of State or the U.S. government.*

comment; and when they do, they almost never get an answer from an actual American diplomat.

In the digital age, that kind of silence is fatal. It's also an indictment of our PD presence online, which misses the entire point of social media: engagement.

Engagement is the conversation that happens between followers on Web platforms; it's more than a "like" or a "share." Engagement is access, influence, conversation and communities of interest that form around a particular issue. It's *empowerment*.

Unless the State Department starts engaging with foreign publics online, how can we hope to be part of the global conversation—much less influence what non-Americans think and do?

## Digital Diplomacy—Not All That Quick or Easy

There are a number of structural constraints holding back State's public diplomacy efforts in the digital arena. The first of these is time. Skill, tools and technical know-how are additional constraints.

Back in my TV days, every minute that went to air took two to three hours to produce. In other words, a three-minute news segment took, on average, six to nine hours to make. Understaffing of digital operations at State exacerbates this problem. Posts with tight resources tend to invest staff time in the traditional programming that has defined the PD field since the heyday of the U.S. Information Agency, rather than in social media.

Many PD shops are small to begin with, and sometimes have just one local employee whose job is to "do social media." These employees may not have a media background and are also likely to be juggling other responsibilities, such as managing the education portfolio. Even if they are able to post a few times a day on

social media platforms, they're severely limited when it comes to creating original content or engaging with followers.

Bigger posts may have more PD officers and local staff who can divide up the work by function. Some missions even have the luxury of hiring media-savvy local staff who are wholly devoted to creating media content. This is a huge advantage, but it's also rare.

Either way, a prevailing myth holds that social media is easy and quick to "do," and can just be piled on top of other PD activities. It can't.

Engaging social media requires good media content, and that requires skill, the proper tools and technical know-how to produce. It can't just be lifted from white house.gov or <https://share.america.gov>. And in our sea of bureaucrats, up-to-date skills in photography, graphics and video production are in painfully short supply. Buying Adobe Creative Suite for each post can fill some of these gaps, but PD staff members have to be trained in its use.

To create effective media content one needs to know how to tell a good story with words and pictures. Where is the human interest story buried in the Integrated Country Strategy? What makes a good graphic in terms of style, image composition and lighting? Mastering this is hard, and it's often less about training than experience.

Creating good content also takes expertise in media analytics—content creators need to have a feedback loop to produce data-driven products. Most social media platforms come with some sort of analytics embedded, which offer unique tools for listening.

Merely watching a Twitter feed gives marketers and pollsters a quick snapshot of public opinion on any given issue; but analytics go beyond this, offering a wealth of data on audience behavior. Skilled

media practitioners mine this information, and use it strategically to craft targeted messaging.

## Painting the Mona Lisa with Spaghetti

At the State Department, most of the cutting-edge tools and expertise have been consolidated in the Bureau of International Information Programs in Washington, D.C., and have yet to be deployed to the field in earnest. Officers in the field who do make the investment in these tools find they are unable to make the most of their potential for lack of the relevant knowledge and skill sets.

Although there are a few digital and social media classes at the Foreign Service Institute, they are considered electives and are offered mainly in the summer in Washington or at a few international locations. Many PD officers do not have the time in their schedule to take them. Moreover, FSI is ill-equipped to offer a high level of technical training in content creation.

There is also, despite the rhetoric, very little practical emphasis at State on how to monitor and evaluate the impact of communications in the field. This leaves many PD officers feeling stranded, unable to do the job they wish they could.

One colleague with more than a decade in the department struggled to revamp his post's online presence. Using part of his limited budget to buy industry-standard photo and video production equipment and software, he then found he didn't have the resources to teach himself and his team how to maximize their use.

"It's embarrassing," he says. "Right now, it's like being asked to paint the Mona Lisa by throwing spaghetti at the wall, hoping something sticks. But you can't, because you need paint, brushes, tools, practice and skill. At State, there's really no way to get it."

Worse, he adds, once officers finally get the tools they need at post, they inevitably move on to another post—where they again find they have to start over from scratch. “We are falling light years behind our private-sector peers.”

### Don't Delete the Tweet!

A third factor that hamstring PD practitioners in the field is trust.

According to PD watchers like Nicolas Cull, many U.S. diplomats already know what they need to do. They just aren't empowered to do it, thanks to a hierarchy that is power-centric and risk-averse.

The emergence of digital media poses a significant challenge to a bureaucracy whose internal communications structure favors centralized power and vertical hierarchies. Sometimes social media “decorum” and diplomatic niceties are out of step. If things go too far, someone in management abruptly pulls the plug, possibly with consequences for an officer's career and corridor reputation.

“It's like there is this perpetual fear of another Cairo tweet,” says Cull, referring to the controversial Twitter feed from Embassy Cairo that, according to some pundits, “went rogue” during the Arab Spring and strayed from the official U.S. government stance toward Egyptian President Mohammed Morsi.

The embassy took the account down briefly in April 2013 to remove the offending tweet. That prompted widespread speculation that State Department leaders did not understand the negative implications of deleting tweets, and reinforced a widespread impression that the U.S. government was censoring itself.

(For non-Twitter folks: deleting a tweet is really, really bad. Try not to do it.)

This kind of knee-jerk response was in full view again last year following the State Department's instantly viral “Not a 10”



tweet on its @TravelGov Twitter account. The tweet was part of a campaign to alert U.S. travelers to scams overseas, but caused significant backlash on Twitter for being judgmental and sexist.

After attracting media coverage on global news networks, the tweet was yanked from the feed—which generated another news cycle about whether State was sanitizing its image.

On the upside, that tweet instantly drew in thousands of new followers to @TravelGov and, in this writer's view, should be looked at as at least a partial success story in grabbing world attention and increasing State's Twitter following.

Social media is all about rapid-fire interaction with the public, informally and in real time—something not easily permitted in State's current corporate culture.

One mid-level PD colleague puts it this way: “I would kill for just two hours a week to talk to people online about issues that matter. Like democracy, or trade. But I don't do it.” It's not because the time isn't there, she says: “It's because it's not clear to me what I can and cannot do. There's no mandate. There are no clear rules of engagement.”

And therein lies the rub. There is fear that the spontaneous, informal (sometimes even risqué) engagement that makes social media pop could have long-lasting professional repercussions.

Ideally, what is needed is a “train and trust” model for PD, where the department clearly articulates the parameters for online engagement, trains its people and trusts them to do the right thing.



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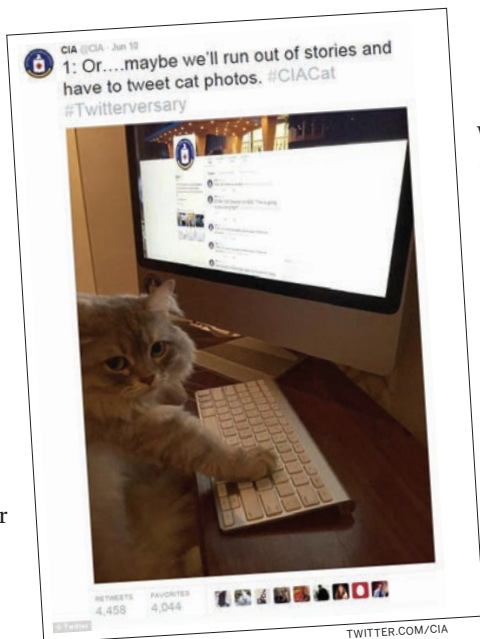
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Easier said than done. However, other highly regulated organizations have figured out how to do this, like the banking industry and the Department of Defense. Even the CIA has a pretty funny Twitter feed. Sometimes they even post cat pics.



We can and should find ways to capitalize on our own experiments and promote them from the inside.

**Third, restructure PD shops at posts.** Here, State can take a lesson from the private sector, where the average communications team would have at a minimum a

creative director, a Web designer and a graphic artist.

Imagine a scenario where a PD officer oversees two or three local media specialists whose sole job is to create digital content and track analytics. In addition to their media production skills, these professionals would have a deep understanding of the local media market, stratified target audience, media consumption habits, and language and cultural norms.

The officer would guide the content, using data from the analytics to drive the message forward while clearly linking it to strategic mission objectives from the Integrated Country Strategy. The aim is to engage with audiences daily to create communities of interest on matters of U.S. foreign policy, not just publicize ongoing embassy activities.

**Fourth, reconsider hiring practices for PD professionals.** Yes, I know: This one may be total pie in the sky. But there is just no denying that public diplomacy is becoming an increasingly technical field. The private sector certainly gets this, and hires only the best people in video production, graphics, marketing and Web design.

So State should consider either mak-

ing the PD cone a specialist category, or creating a new specialist career track focused solely on digital production and engagement. Or, at the very least, it should hire people into the PD cone who already have significant backgrounds in communications fields like journalism, broadcasting, marketing, campaign managing and so on.

This would significantly reduce the pressure to train officers in a field that changes every day (and leave FSI free to do what it does best: train Foreign Service personnel in the art of being diplomats).

## The Importance of Leaning In

Let's face it: the Cold War is over and USIA is dead. It's time to overhaul the way we do public diplomacy. We are the United States of America. We are leaders in the field of branding, marketing, advertising—we are better than anybody at selling stuff. We have Silicon Valley, we practically invented the internet, and we are conquering the world with Facebook.

Given this, we at the U.S. State Department should be writing the book on digital diplomacy—not wandering the halls of the Harry S Truman building, lost somewhere between the Ralph J. Bunche Library and 1993.

Nothing I've written here is a surprise to anyone working in PD. The question is, how do we get from knowing what the problem is to actually fixing it? Personally, I think that we FSOs should not just stand around and wait for change to come. We have the option, as Sheryl Sandberg would say, to lean in and advocate from the inside.

It's important; there's a lot at stake. In the battle to win hearts and minds, we cannot afford to be 20 years behind the times. ■

## So What's the Fix?

A lot of things could be done. Here are a few ideas worth considering.

**First, tweak training.** Digital media training should be both compulsory and feature prominently in all PD prerequisites. Tradecraft courses should also capitalize on the expertise of digital media professionals from the private sector, as FSI's public speaking and press relations curricula already do.

The goal should be to equip all PD officers with the basic technical skills to create digital content across multiple platforms and manage baseline analytics. Clearly, there are equipment and software considerations, but one idea is to cover skills in common, industry-standard production and analytics technology like Hootsuite, Adobe Creative Suite and others.

**Second, have a cache of best practices at the ready.** There are missions where courageous, tech-savvy officers have done innovative, spectacular work. Too often, though, we don't know who those officers are, what they did or how they did it—so we miss a valuable chance to learn from them.

The use of digital media in diplomacy is in many ways an experimental field.

# Leveraging HEALTH INVESTMENTS FOR U.S. DIPLOMACY

**Health programs are not just international good deeds;  
they can be a powerful instrument in the ambassador's toolbox.**

BY MARK C. STORELLA

**T**he job of a chief of mission (COM) is to advance American interests wherever he or she is assigned. To do so, ambassadors try to apply all the instruments at their disposal. Health diplomacy can be an invaluable tool.

The United States has a unique capacity to have a global impact in health. Our institutions, our people and our investments are unparalleled. And people take note when our work saves lives, especially the lives of children. The President's Emergency Plan for AIDS Relief, known as PEPFAR, will be seen someday as President George W. Bush described it: a "medical Marshall Plan" that saved an entire continent. As we all work to prepare for and

defeat emerging diseases and pandemics, health programs are not just international good deeds; they are an investment in the security of the American people. Ambassadors would be wise to seize the opportunity our health programs present.

Nevertheless, ambassadors are sometimes reluctant to engage fully on health initiatives. Most ambassadors assigned to countries with sizable health programs got there by way of 25-year careers that focused on traditional forms of diplomacy, especially political and economic work. Their hard-wired priorities are usually governance, security and trade. Most State Department Foreign Service officers have only a glancing acquaintance with health programs during an entire career.

Health programs may also seem too technical or scientific to be easily mastered. At the mention of terms like viral load and epidemiology, many career FSOs might want to run for the hills. U.S. government-led health efforts have saved and improved millions of lives, and changed the very course of the AIDS pandemic—yet may not initially appear to fall within the direct purview of a chief of mission. Where is the room for a COM to lead? And how can health programs advance our broader agenda?

When I arrived in Lusaka as ambassador in 2010, I had many of the same questions. But I took stock of our goals and the tools our mission had to achieve them. What jumped out was that our generous Fiscal Year 2010 bilateral assistance budget of approximately \$350 million consisted almost entirely—or about 85 per-



*Senior Foreign Service Officer Mark C. Storella is deputy assistant secretary for the Bureau of Population, Refugees and Migration. Prior to his current assignment, Ambassador Storella served as deputy chief of mission at Embassy Brussels. From 2010 to 2013, he was U.S. ambassador to Zambia. From 2009 to 2010 he was senior coordinator for Iraqi Refugees and Internally Displaced Persons in Baghdad, and has served as deputy permanent representative at U.S. Mission Geneva. He has also served in Phnom Penh, Bangkok, Paris, Rome and Washington, D.C.*



From left, Ambassador Mark C. Storella, Zambian Minister of Finance and National Planning Situmbeko Musokotwane, and Minister of Health Kapembwa Simbao shake hands on signing the PEPFAR framework in November 2010.

cent—of health programming. Moreover, nearly every element of the mission was engaged in health—PEPFAR, USAID and the Centers for Disease Prevention and Control, of course, but also every one of our 250 Peace Corps volunteers, ultimately our Millennium Challenge Corporation compact and even our Defense Attaché Office. I recall commenting at my first meeting with the country team, “The main thing we do in this country is health.”

But we did face challenges. Our engagement with the Zambian government was in crisis. A recent scandal had poisoned relations between the government and the donor community. Despite our enormous life-saving investment in health, we could not even get an appointment with the minister of health.

We successfully overcame the challenges in Zambia, and our experience doing so produced the following instructive take-aways on the value of health programming.

#### ◆ A Game Changer

The sheer size of our health programs presented opportunities to change the way people think. Our team looked for ways to break the cycle of mistrust with the Zambian government, and the PEPFAR program presented an immediate opening. Our PEPFAR cycle called for signing a new bilateral Partnership Framework laying out our plans for the next five years, including planned U.S. funding. When I signed the deal on Nov. 4, 2010, with Zambian

Minister of Finance and National Planning Situmbeko Musokotwane and Minister of Health Kapembwa Simbao, the Zambians took our action as a renewed American commitment and a public statement of confidence in the bilateral relationship. All the papers ran photos of the signing ceremony. Soon we not only had access to the health minister again, but Zambian President Rupiah Banda also opened his door to us.

#### ◆ A Team-Building Tool

While nearly every agency and section of our embassy worked on health programs, it did not necessarily mean that they were always in sync. I tried to build a sense of a strong team by hosting monthly health-cluster meetings of all agencies, at which we tried to tackle challenges together. But the most effective tool for team-building came when we were offered the opportunity to pilot a new program focused on maternal mortality: Saving Mothers, Giving Life.

U.S. Global Health Initiative Director Lois Quam called me to propose the pilot, but she also offered our team the chance to help shape and guide the effort based on the realities we faced in Zambia. In one of the best team-building experiences I have had as a diplomat, we built cross-agency teams that fostered on-the-ground collaboration between key agencies. The leadership of USAID Mission Director Susan Brems and CDC Director Larry



Marum, both M.D.s, set the example for what became a truly collaborative undertaking for the entire embassy. PEPFAR Coordinator Kristie Mikus ensured that this practice of collaboration ricocheted through the rest of the interagency health engagement.

#### ◆ A Public Diplomacy Bonanza

America's public health programming is a uniquely good story reflecting the generosity and technical virtuosity of the American people. Because our health programming occurred throughout Zambia, it gave me opportunities to travel to remote locations, meet and engage local leaders and, with our creative public diplomacy team, craft a steady stream of positive press.

Our health programs also attracted very high-profile VIP visits. Former President George W. Bush visited three times, including for the December 2011 global launch of the Pink Ribbon Red Ribbon initiative to combat cervical cancer. The PRRR partnership continues to this day as an innovative public-private partnership. Former President Bill Clinton visited Zambia on Clinton Foundation business, while former Millennium Chal-

**While nearly every agency and section of our embassy worked on health programs, it did not necessarily mean that they were always in sync.**

lenge Corporation Chief Executive Officer Daniel Yohannes arrived in May 2012 to sign our MCC compact dedicated to boosting economic productivity by reducing waterborne diseases. Bill Gates monitored Gates Foundation projects, and U.S. Global AIDS Coordinator Deborah Birx came to help refurbish and inaugurate a clinic in Livingstone. Senior congressional staff delegations came to study our maternal and child health programs. Each visit was another opportunity to underline the commitment of the American people to Zambia and the positive outcomes of our joint collaboration on health.



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# PEPFAR: Making the Impossible Possible

BY DEBORAH L. BIRX

**W**e can control and ultimately end the global HIV/AIDS epidemic as a public health threat. Fifteen years ago, this was unimaginable. At that time, reports from the front lines, particularly in sub-Saharan Africa, were dire. In many countries, an HIV diagnosis was a death sentence. The prior gains in global health and development were being lost. In the hardest-hit regions of sub-Saharan Africa infant mortality had doubled, child mortality had tripled and life expectancy had dropped by 20 years. The rate of new HIV infections in the highest-burden regions was exploding, and people were getting sick and dying during the most productive years of their lives. The virus was devastating families, communities and countries as moms, dads, teachers, nurses and doctors all succumbed to the new plague.

Today, the global HIV/AIDS landscape has been dramatically transformed, thanks in large part to the U.S. President's Emergency Plan for AIDS Relief and its partners. Using the best science, often provided by the National Institutes of Health, and with strong bipartisan support in Congress and across administrations, PEPFAR has helped replace despair and death with hope, life and stability.

PEPFAR was launched by President George W. Bush in 2003 as an "act of mercy beyond all current international efforts to help the people of Africa." PEPFAR is led and coordinated by the Department of State's Office of the Global AIDS Coordinator and Health Diplomacy, and implemented on the ground through an interagency model that draws on the critical contributions of the U.S. Agency for International Development; the U.S. Department of Health and Human Services and its agencies; the Department of Defense; the Peace Corps; the Department of Labor and the Department of the Treasury. Supported by appropriations from the U.S. Congress, the program has demonstrated the value of a whole-of-government approach focused on achieving clearly defined and measurable targets. It is also an expression of the compassion and generosity of the American people.

In the countries that PEPFAR supports, our ambas-

sadors and deputy chiefs of mission have been essential in moving policies forward that increase the program's effectiveness and mobilize host countries' resources year over year to expand services. PEPFAR also benefits greatly from our close collaboration with partner governments and global partners, including multilateral institutions, civil society, faith-based organizations, the private sector, philanthropic organizations and people living with HIV.

The results have been breathtaking. As of Sept. 30, 2016, PEPFAR was supporting nearly 11.5 million people with life-saving antiretroviral treatment—a 50-percent increase since 2014 and up from the fewer than 50,000 people who were on treatment in sub-Saharan Africa when PEPFAR and the Global Fund to Fight AIDS, Tuberculosis and Malaria began. With PEPFAR support, nearly two million babies have been born HIV-free to pregnant women living with the virus—almost twice as many as in 2013—and their mothers have been kept healthy and alive to protect and nurture them. Recent public health impact assessments in three African countries show that the HIV/AIDS epidemic is becoming controlled there, and evidence suggests that we are poised to control the epidemic in 10 African countries over the next four years.



Eunice (right) is HIV-positive but, thanks to PEPFAR-supported programs that help prevent transmission of the disease from mother to child, her baby was born HIV-negative.



PEPFAR/SARAH DAY SMITH

Young women receive PEPFAR support in Mozambique.

in some countries young women are up to 14 times more likely to contract HIV than young men. Addressing girls' vulnerability is especially urgent because the population of young women and

men in sub-Saharan Africa has doubled since the epidemic began, from 100 million to 200 million.

One of the reasons for girls' vulnerability is the staggeringly high rate of sexual assault: from 25 to 45 percent of young women experience sexual assault before the age of 25. In our partner countries, PEPFAR is calling on communities of faith—which are a healing presence in areas affected by gender-based violence—to once again stand with us, and support the campaign to protect girls and women from sexual assault. This will put us on the path to upholding the dignity and autonomy of all women and girls and overcoming one of the most horrific obstacles to finally ending the epidemic.

Each day we are motivated by the memory of the 35 million men, women and children who have died from AIDS-related illnesses. We are driven to work harder and smarter for the nearly 37 million people who are still living with HIV. The promise of controlling and ultimately ending the AIDS epidemic is now within reach. What once seemed impossible is now possible, but it will continue to take data-driven action and focus to get the job done. ■

*U.S. Global AIDS Coordinator and U.S. Special Representative for Global Health Diplomacy Ambassador-at-Large Deborah L. Birx oversees the implementation of the U.S. President's Emergency Plan for AIDS Relief, as well as all U.S. government engagement with the Global Fund to Fight AIDS, Tuberculosis and Malaria. An M.D., Ambassador Birx is a world-renowned medical expert and leader in the field of HIV/AIDS, with a three-decades-long career focusing on HIV/AIDS immunology, vaccine research and global health.*

During the last three years, PEPFAR has completely realigned and refocused the program in every country with business process improvements that increased its impact in a budget-neutral environment. These include targeting investments using granular, site-level data; rigorous partner management to increase performance and efficiency; and intensive quarterly monitoring of the entire program. Our use of data to drive accountability, find efficiencies and leverage partnerships has made PEPFAR a cost-effective model for foreign assistance programs everywhere.

Through the PEPFAR platform, the U.S. government has accelerated the progress toward a world more secure from infectious disease threats. PEPFAR's investments in countries with sizable HIV/AIDS burdens bolster their ability to swiftly address Ebola, avian flu, cholera and other outbreaks, which ultimately enhances global health security and protects America's borders. These lessons and experiences will continue to inform and improve our response, and those of our partners, to unforeseen health crises.

Ending the global public health and security threat posed by the HIV/AIDS epidemic is doable, although it will not happen easily or automatically. One of the most critical areas for action is reducing new HIV infections among adolescent girls and young women. Every year, 390,000 adolescent girls and young women are infected with HIV—more than 1,000 a day. In sub-Saharan Africa the numbers are even more staggering: nearly 3 out of 4 adolescents newly infected with HIV are female, and



From left, Kenneth Kaunda, Zambia's founding president and an HIV/AIDS prevention champion, and Ambassador Johnnie Carson, at the time U.S. assistant secretary for African affairs, in Lusaka on Feb. 6, 2011.

### ◆ A Partnership-Builder

Our work in health gave us an entrée with important civil society leaders that strengthened our engagement in sometimes unexpected ways. Zambia's three main church groups—the Catholics, the Anglicans and the Evangelicals—were and are key partners in fighting HIV. Tribal chiefs invited me to address the House of Chiefs on male circumcision and other HIV prevention techniques. The founding father of the Zambian nation, Kenneth Kaunda, then 86 years old, had emerged as a vocal champion in the fight against AIDS, and we built a strong relationship with this great old gentleman by making common cause on health.

In short, health programming became a flying wedge for greater access among influential people and organizations, with beneficial results. For example, during the hotly contested 2011 elections, the church groups, tribal leaders and Pres. Kaunda all served as strong partners to create conditions for fair elections that heralded a peaceful and democratic change of power.

Health programming also helped revolutionize bilateral relations. Zambia had long harbored suspicions about engage-

ment with the U.S. military; one Zambian president had, in fact, declared that the U.S. Africa Command would never set a single boot on Zambian soil. U.S. military personnel were not even allowed to inspect health clinics that we funded on Zambian military bases. But as the country's military leadership came to appreciate the life-saving work U.S. armed forces were doing for their members and their families, a thaw began. In 2013 Zambia hosted Africa Endeavor, AFRICOM's flagship multilateral exercise on the African continent.

### ◆ Local Ownership Promoter

A constant challenge in our health work overseas is promoting local ownership of health programs. As long as local leaders rely on the United States to carry out health work without putting much of their own skin in the game, health programs will fail to be sustainable. PEPFAR offered us an opportunity for leverage that ultimately produced stunning results.

The Office of the U.S. Global AIDS Coordinator advised us that some additional funds would be made available if we could put them to good use. I went with PEPFAR Country Coordinator Kristie Mikus to call on the Zambian president. Rather than just announce new investments, we proposed that we would make the new investment if the Zambian government matched us by doubling their own spending on anti-retroviral drugs (ARV). It took several meetings with the late President Michael Sata and First Lady Dr. Christine Kaseba—an accomplished OB-GYN—but the Zambians came around and doubled their ARV spending. The next year, they doubled it again. We were full partners.

### Suggestions for Further Progress

There are prudent steps we can take to make our ambassadors more effective in supporting health programming and using health as a tool to promote broader American goals. While progress has already been made, the State Department should increase the exposure of FSOs to health issues early and consistently in their careers so that when they reach the level of ambassador they are already well-versed in health programs. We should find opportunities for FSOs to do health tours—perhaps as PEPFAR coordinators, perhaps through postings engaged with multilateral institutions like the World Health Organization, or in excursions with leading nongovernmental organizations—so that health becomes mainstream in American diplomacy.

We can find ways to ensure that ambassadors arrive at post focused on health—by raising the profile of health in the ambassadorial seminar, for instance. We should ensure that health issues are not seen as a narrow niche of America's engagement



# HHS and Health Diplomacy

BY JIMMY KOLKER

I first recognized the U.S. Department of Health and Human Services' unique value to our diplomacy as chief of mission in Burkina Faso during a meningitis outbreak, which had been hidden by local authorities because the capital was filled with visitors to a biennial African film festival.

Within days, the Centers for Disease Control and Prevention sent three of the world's leading meningitis experts to help Burkina urgently map and ultimately control the outbreak. Later, as HHS assistant secretary for global affairs from 2014 to 2017, and the first person with a Foreign Service background to have a leadership role at the department, I came to understand and appreciate its contribution more fully.

HHS is a major global actor. There are nearly 2,000 HHS staff under chief-of-mission authority overseas—1,500 Locally Employed staff and 500 Americans. These include HHS attachés, who advise chiefs of mission and country teams on health policy in Geneva, Beijing, Brasilia, Mexico City, Pretoria and New Delhi. And the Centers for Disease Control and Prevention, an HHS agency, has staff in more than 60 countries, and the CDC country director often provides wide-ranging health expertise on the country team.

At the same time, HHS is intensely domestic in its culture, systems and thinking. With unmatched health, medical and scientific expertise, HHS staff members are typically hired for domestic priorities, yet their skills are of clear and growing value internationally. Our relationships with low- and middle-income countries no longer reflect a classic "donor-recipient" model. Even poor countries like Burkina want a technical partnership, where our best

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*Ambassador (ret.) Jimmy Kolker's 30-year Foreign Service career included five posts in Africa and three in Europe. He was U.S. ambassador to Burkina Faso (1999-2002) and Uganda (2002-2005). He then served as deputy U.S. global AIDS coordinator and, after retiring from State, as head of the HIV/AIDS Section at UNICEF's New York headquarters (2007-2011) and in the Department of Health and Human Services' Office of Global Affairs. Until January 2017, he was assistant secretary for global affairs at HHS.*

## HHS staff members are typically hired for domestic priorities, yet their skills are of growing value internationally.

experts help build the capacity of national counterparts.

Because U.S. missions abroad are unaware of it and because HHS's own staffing patterns and funding historically fulfill a domestic mandate and are not easily adaptable to overseas activity or assignment, this tremendous U.S. government asset—expertise-in-person—is underutilized.

HHS's role and mandate began to change, however, in 2004 when the President's Emergency Plan for AIDS Relief, the President's Malaria Initiative and the Global Health Security Agenda all named HHS as an implementer. Approximately \$2 billion in PEPFAR money goes annually to HHS—not just to CDC, but also to the National Institutes of Health, the Food and Drug Administration, and the Health Resources and Substance Abuse and Mental Health Services Administrations (HRSA and SAMHSA).

### Proven Value

The value of HHS's already-on-the-payroll expertise was nowhere better demonstrated than in the establishment and staffing of the Monrovia Medical Unit during the 2014-2015 Ebola outbreak in West Africa.

The U.S. military delivered Ebola treatment unit structures to Liberia, but did not staff them. USAID-funded nongovernmental organizations and medical personnel from around the world, as well as Liberians themselves, were reluctant to scale up treatment unless they could be assured a developed-world level of care if they became infected. To offer that level of treatment, the U.S. military assembled and customized a field hospital outside of Monrovia.

Of all the options for staffing this unit, the Public Health Service of HHS made the most sense. It consists of vetted U.S. government employees subject to discipline and deployment rules established for this uniformed service who, as individuals, are highly motivated to use their skills to fight Ebola. When the call went out for PHS volunteers, projections for infection were catastrophic. Despite the substantial risk, more than 1,000 of the 6,000 commissioned corps officers volunteered for duty in Liberia.

Deploying the PHS, however, was complicated. The volunteers all had domestic assignments for which it was difficult or impossible to find temporary replacements. There was no direct PHS doctrine or precedent for an operation of this size and character.

My office, Global Affairs, worked with Embassy Monrovia, USAID, CDC and the Pentagon to establish responsibility for reporting chains, security and force protection, and specialized Ebola training. We negotiated the right to practice medicine and prescribe drugs in Liberia, living arrangements, water supply and definitions of health workers for patient access.

In setting treatment protocols, we turned to, among others, Kent Brantly, the missionary doctor who had been evacuated from Monrovia. He eagerly advised what would have been necessary to have saved his own life and the lives of his patients in Liberia in 2014.

HHS also played a vital role in the response to the Zika virus outbreak in Brazil. The HHS Office of Global Affairs led a delegation of senior HHS scientists to meet with counterparts in Brasilia to overcome bottlenecks in cohort studies, sample sharing and institutional arrangements. The 14-point action plan developed, assigning responsibility to HHS divisions and counterpart Brazilian parastatal organizations, proved extremely valuable. Though the Dilma Rousseff government subsequently fell, the institution-to-institution agreements were carried out with very little interference or loss of momentum.

Even before we knew Ebola was a problem, in February 2014, then-HHS Secretary Kathleen Sebelius, together with the State Department and National Security Council, launched the Global Health Security Agenda. A growing, multisectoral partnership, GHSA has become the world's vehicle for scaling up to prevent outbreaks in the weakest health

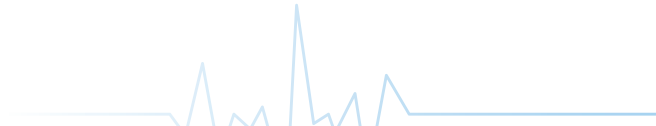
## **HHS' distinctive value is that its key staff are subject-matter experts, scientists, different from but mutually supportive of generalist diplomats.**

systems from becoming pandemics, threatening all of us.

GHSA's premise is that to contain a naturally occurring outbreak, a lab accident or a bioterrorist attack, the first response has to be the health system that identifies the pathogen, does the surveillance, finds its origin and promotes measures to limit its damage. If it is a bioterrorist incident, security services will, of course, be involved. But protecting the public relies on a resilient health infrastructure, and especially the case management, emergency operations centers and established protocols that CDC is so good at. On this basis the U.S. government was able to convene quite a few governments and partners, and strengthen the World Health Organization to promote and scale up worldwide outbreak preparedness and response.

As the HHS presence grows overseas, there is renewed discussion of an "HHS Foreign Service." While it could ease overseas staffing and rotation issues for which the Civil Service does not have a workable alternative, I don't see that as the best option. HHS' distinctive value is that its key staff are subject-matter experts, scientists, different from but mutually supportive of generalist diplomats. An even more important consideration is that nearly all of HHS international assignments use PEPFAR, GHSA and the U.S. President's Malaria Initiative programmatic money, with no guarantee of career-long sustainability.

In my Foreign Service experience, contacts between health scientists and diplomats were rare, and use of scientific data in démarches or political dialogue was haphazard or non-existent. But today, with the State Department's Offices of International Health and Biosecurity and Global Health Diplomacy, HHS can be an essential partner to help the two cultures appreciate and take advantage of their respective strengths. ■



## Our work in health gave us an entrée with important civil society leaders that strengthened our engagement in sometimes unexpected ways.

with the world that are only of interest to one or two offices at Main State. If ambassadors see that our top leadership in the department views health as a national interest priority, they will make it a priority, too.

We can work to build more incentives for ambassadors to put their own imprint on health programming overseas by building in opportunities for COM initiative, either through more flexible programming or discretionary funding. Ambassadors' knowledge of local conditions, power relationships and trends can help shape health programming to maximize impact. If applied correctly, increased ambassadorial discretion could promote greater local ownership and stronger health partnerships.

Other incentives could include an annual health diplomacy leadership prize, with the involvement of the U.S. Global AIDS Coordinator in the Deputy Secretary's Committee that proposes ambassadors for the president to nominate, or an effort to include accomplishments in health diplomacy in annual reviews of ambassadors working in countries with important American health programming.

Finally, ambassadors will gain more leverage in our work on health if that work is recognized clearly as a partnership with the American people. We should avoid politicizing these efforts; but we should not hide our good works under a bushel, either. We should implement a strategy worldwide to ensure that our health investments are understood clearly as coming from the generosity of the American people. This is an easy fix that will enhance ambassadors' leverage.

Diplomacy has always been the art of using whatever instruments you have to advance your national interests. It has always extended beyond traditional channels of formal negotiation to embrace the full spectrum of human engagement. That is why we have gunboat diplomacy, dollar diplomacy, public diplomacy and even pingpong diplomacy. For the United States and its ambassadors all over the globe, health diplomacy can be a potent tool to advance our broader national interests. ■



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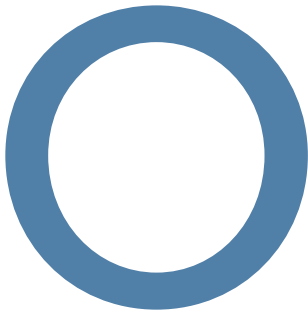
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# USAID FSOs Reflect ON GLOBAL HEALTH DIPLOMACY

**Health-focused development programs have been a core activity at the U.S. Agency for International Development since the agency's establishment in 1961.**

BY MARIA B. SPADACINI



One vital measure of a country's strength is the health of its population. After all, healthy people perform better in school, are able to work and can contribute to economic growth and national stability. Thus, money spent on health care offers a good return on investment.

According to "Global Health 2035: A World Converging within a Generation," a study published in 2013 by *The Lancet*, every dollar spent on health care results in \$9 to \$20 worth of economic and social benefits.



*Maria B. (Bea) Spadacini is senior communications adviser in USAID's Bureau for Global Health. She has worked in the field of international development and humanitarian relief for two decades. From 2005 to 2012 she was based in Nairobi as the regional information officer for CARE, and later worked for the European Commission Humanitarian Aid and Civil Protection Unit. Her work has appeared in the Christian Science Monitor, Sojourner Magazine, The Guardian, Corriere della Sera, The East African and Internazionale.*

Money spent on national health care objectives trickles down, affecting both individuals and the communities in which they live. When Americans are deployed to some of the poorest countries in the world for the sole purpose of saving lives and reducing suffering, long-lasting partnerships are forged through trust, appreciation and mutual respect.

"Global health is an excellent vehicle for representing the values of the U.S. and reaching a broad section of a country, including those who would not normally interact with diplomats," says Jennifer Adams, acting assistant administrator for global health at USAID, who has been a Foreign Service officer for more than 20 years and has served in Brazil, Central Asia, Senegal and China.

## Addressing a Basic Human Need

In countries that receive USAID assistance, global health programs address the most basic needs and concerns of individual citizens. "Through global health, we are able to connect on many issues that are important both to the population and to the leadership of the country. Connecting on this level gives us the opportunity to engage an entire system in one of the most critical areas for any government," explains Adams.

"Development programs that focus on improving health gar-





USAID/FRICCARDO GANGALE

Charlotte Niwemusa and her son, Justin, wait to see a doctor at Manyange Health Center in March. In Rwanda, USAID works with partners to improve information systems, supply chain management and training of health workers.

ner incredible good will from the people in the countries where we serve,” adds Kathryn Panther, who joined the Foreign Service on Sept. 10, 2001, and retired this year.

“As a Foreign Service health officer working in developing countries,” she says, “I experienced firsthand the profound gratitude from mothers whose children were saved thanks to our health and nutrition programs. I saw joy and hope on the faces of those afflicted by AIDS, knowing that life-saving medicines provided by the American people had commuted their death sentences. For many people and health-care providers who benefited from U.S. government-funded medicines and services, we are the face of the United States of America, and they have great respect for us as a people and as a country.”

While gratitude is important, it is only the tip of the iceberg. What ultimately matters is effective programming and lasting impact—which is why USAID employs data-driven decision-making to sharpen its programs and measure success. USAID’s annual review of Mission Health Implementation Plans, strategic plans for use of global health funds, is a key element of the agency’s analysis. This review process ensures that programs, budgets and implementing mechanisms are aligned with U.S. government global health priorities and support state-of-the-art programs grounded in evidence.

Our analysis shows that since 2008, USAID’s efforts to end preventable child and maternal deaths have helped save the lives of 4.6 million children and 200,000 women in priority countries. All-cause mortality rates among children under 5 have declined significantly in 16 out of 19 African countries covered under the President’s Malaria Initiative, with declines ranging from 18 percent to 67 percent. Through the President’s Emergency Plan for AIDS Relief, or PEPFAR, USAID works to link thousands of people to proper care and treatment and has increased the number of HIV-positive people on life-saving antiretroviral treatments to 11.5 million. In Fiscal Year 2015 alone, USAID tested 24.9 million people, treating close to four million people and ensuring that more than 410,000 pregnant women received antiretroviral medications to prevent mother-to-child transmission of HIV.

Kerry Pelzman, a Senior Foreign Service officer who is the current director of USAID/Southern Africa’s bilateral health office in Pretoria, says that the human face of health assistance transcends bilateral tensions and brings out the best in us all. She argues that “the lifesaving nature of many health interventions, often supported through foreign assistance, can generate positive opinions about America and Americans.” There doesn’t seem to be as much scope for ulterior motives in the health sector, she says, with potentially less room for backlash and criticism.



BEATRICE M. SPADACINI

A child in the Dolo Ado refugee camp, on the border between Ethiopia and Somalia, is measured to determine if he is malnourished. Addressing malnutrition from an early age can prevent stunting and ensure healthy growth. USAID supports programs that integrate nutrition interventions across sectors.

## A Long-Term Commitment to Saving and Improving Lives

Global health programs have been a USAID core activity since President John F. Kennedy established the agency in November 1961. USAID was created in the aftermath of two world wars with the intent of building a more stable world through sustained and well-targeted bilateral interventions. It was an act of leadership in an increasingly interdependent world.

Working to save lives in some of the poorest countries around the world has created strong relationships among a variety of stakeholders, including national health authorities and local communities. It has also given the agency a thorough understanding of health needs and gaps in a variety of contexts. After all, many USAID Foreign Service health officers spend their careers overseas working shoulder to shoulder with their local counterparts. This translates into a level of trust that manifests itself in long-lasting partnerships.

“Unlike other donors, USAID is very local in its approach, and this is one of our strengths,” says Adams. “We have maintained a long-term commitment in about 80 missions around the world. We still rely on local hires, some of whom have worked for USAID for more than 30 years. We therefore have history, institutional memory and capacity to build on that is unique to us.”

Furthermore, U.S. leadership in global health often sets the tone, pushing other countries to take health issues seriously and to establish commitments on a global level. Pelzman was working in Russia when former Secretary of State Colin Powell visited and referred to HIV as a “virus of mass destruction.” It was in part as

a result of his advocacy, she says, that the government of Russia submitted an application to the Global Fund to Fight HIV, TB and Malaria, a first for that country.

Pelzman also points to USAID’s success in Child Survival: Call to Action, a global effort launched in June 2012 to reduce maternal and child mortality. USAID’s groundwork in India led that government to become a key founding member of this initiative, helping to drive the country’s own maternal health agenda. Lastly, Pelzman

praises the impact of significant and long-term investment by the U.S. government in PEPFAR in South Africa and the partnership that has resulted from this resource commitment.

“In all three of these cases,” says Pelzman, “U.S. government funds have by no means been the lion’s share of health budgets. But our technical expertise, the global best practices we brought to bear, the groundbreaking pilots and evidence we helped to develop—often advanced even further by our remarkable local staff and their ability to establish effective relationships with senior government officials—all had impacts far beyond the dollar amounts.”

## Beyond the Health Sector

Global health programs that address national priorities such as improving mother and child health or combating infectious diseases like HIV/AIDS or malaria unfold on multiple levels (national, state or region, and district) and require building relationships with a variety of stakeholders. These types of programs can be vehicles for strengthening other areas that are important to diplomacy, including good governance, decentralization, private sector engagement, domestic resource mobilization, community involvement and civil society participation.

Adams experienced this synergy when she served in Senegal. At that time, the government was decentralizing control, pushing resources to provincial and district levels. “Through our health programs, USAID worked closely on the rollout of these plans, helping communities identify what their priorities were and how best to capture and control public resources. We also helped

**“In health we are able to show that our programs work because we can measure success more easily than in other sectors, and many of our interventions are data-driven.”**

*—FSO Richard Green*

them with different aspects of reporting and accountability, involving civil society and working with local institutions. Elected officials learned to connect back to their constituencies.”

All development programs can lead to improved relationships among countries, but there is something about work in global health that makes it especially true in this sphere. Global health focuses on saving and improving lives; it is a sector where numbers are straightforward and telling.

“In health we are able to show that our programs work because we can measure success more easily than in other sectors, and many of our interventions are data-driven,” says Richard Green, a Foreign Service officer who served in Sudan, Burkina Faso, Cameroon and Bangladesh before returning to Washington, D.C., and serving in various senior positions. “We also have low-cost modern technology that can save and transform lives.”

A good example comes from Afghanistan, where USAID funded a significant portion of the country’s primary health care services from 2004 through 2010. Despite a complex and challenging setting, Pelzman says that the cooperation there was “one of the U.S. government’s true success stories. We had a direct impact on building a cadre of community midwives, reducing maternal morbidity and mortality, and contributing to other important health outcomes. We also advanced changes to gender norms. Our commitment to public health and our close engagement with the Ministry of Health was consistently hailed as a positive aspect of our bilateral relationship.”

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## U.S. leadership in global health often sets the tone, pushing other countries to take health issues seriously and to establish commitments on a global level.

### Leveraging Expertise Across the U.S. Government

Many U.S. government agencies work in the health sector. Some have a domestic focus while others, like USAID, have a specific international mandate. This international expertise and technical capacity can be harnessed in times of crisis, as was demonstrated in the 2014 Ebola outbreak in West Africa.

At that time, USAID was already working with the government of Liberia to provide primary care services to a third of its population. Foreign Service Officer Bethany Geddis joined the mission in Liberia in 2012 to manage USAID's relationship with the government. "When Ebola crossed the border into Liberia, USAID was in a position to immediately work with the Ministry of Health on a rapid response," says Geddis. "Our in-country presence, long-established relationships and role as a trusted technical partner in health laid a solid foundation for the interagency to quickly respond."

USAID worked with the Department of Defense and the U.S. Centers for Disease Control and Prevention to establish training protocols for Ebola treatment unit staffers and placement of laboratories. Adapting protocols for infection, prevention and control in Ebola treatment and health clinics leveraged CDC's technical expertise, USAID's relationships and DoD's training capabilities.

"Working together, we were able to quickly roll out a new set of protocols and associated training for health care workers," says Geddis. USAID was also able to ensure that these protocols were institutionalized into the health system after the initial outbreak. Further, she said, "USAID worked with Defense to ensure that mobile labs coming into the country were placed in rural areas that had the capacity to maintain them (even if temporarily) and were aligned with the Ministry of Health's national laboratory plan."

According to Adams, many multi-stakeholder initiatives in global health are an outgrowth of partnerships with different U.S. government agencies. She points to the Global Alliance for Vaccines and Immunizations; the Global Fund to Fight AIDS, Tuberculosis and Malaria; and the Global Financing Facility and



Jennifer Adams (second from right), USAID acting assistant administrator for global health, with other members of the Food and Drug Board of Ghana.

Family Planning 2020 as examples of global health initiatives in which the U.S. government has tremendous influence and clout.

### Promoting Core American Values

Foreign Service officers want to make a positive contribution to United States foreign policy objectives. Those who choose to work in global health are also driven by a desire to alleviate the suffering of others and improve the lives of the most vulnerable. They often see their careers as more of a calling than a duty.

"Many of us who work in the health development field feel strongly that people all over the world should have the opportunity for a better life," notes Panther. "In the health sector, this translates into improved family health and well-being, which plays a significant role in lifting people out of abject poverty. Community service is a big part of the American way of life, and what better community to serve than the world community, especially those who live in extreme poverty?"

Many Foreign Service health officers start their careers in the Peace Corps, serving in remote areas of impoverished countries, where they witness firsthand what it means to lack access to basic health services and to die of easily preventable diseases. While Foreign Service health officers want to put an end to needless suffering, they are also conscientious about U.S. government spending and accountability. Good governance, open data, transparency, and careful management and oversight of resources are among the values they try to instill through their work in global health. ■

# Fighting Pandemics

## LESSONS LEARNED

**State's new, multitiered pandemic response mechanism is the result of understanding and applying lessons learned during the past decade.**

BY NANCY J. POWELL AND GWEN TOBERT

**I**n the past decade, we've fought multiple global disease outbreaks, from avian influenza to Zika. One of the most important lessons we've learned is that there will be more pandemics in the future, and they are likely to be increasingly complex, particularly if they occur in areas where medical services are already challenged. Beyond the front page stories of human suffering, there can be significant economic and political stability costs if pandemics are not quickly controlled.

In a world of increasing connectivity, it took only weeks for the 2014 outbreak of Ebola in a remote border area of three West African countries to reach Dallas, Texas, via a traveler from Liberia. After arriving in Dallas, the man began developing symptoms and went to the hospital, where two nurses became infected and many others were exposed before doctors recognized his illness as Ebola. The incident sparked public hysteria

and political pressure to implement restrictions on travel and trade.

The 2009-2010 H1N1 swine flu outbreak infected more than 60 million Americans, according to an estimate by the U.S. Centers for Disease Control and Prevention, and 87 percent of the resulting deaths occurred in those under 65 years of age. Direct economic impacts are difficult to calculate, but numerous studies indicate that a severe pandemic influenza outbreak could cost billions of dollars in GDP loss. If not quickly addressed, infectious disease outbreaks can have significant consequences for our national security, as well.

Looked at through this lens, it is easier to see why the State Department must take a leading role in coordinating the U.S. government response to international public health emergencies. Indeed, as with many deals reached and crises averted in the international arena, there is a diplomat behind each deployment of health-care workers and each development of a new vaccine.

Diplomats bring partners to the table. They expedite processes. They keep trade flowing and share the latest information from the field. And when the doctors and television cameras go home, diplomats stay behind, advocating social and economic recovery to return countries to a positive development path. During the 2014 Ebola crisis, more than two dozen State Department bureaus and offices, in addition to embassies across every region, contributed to the response and recovery effort.

Yet, despite some successes and ongoing efforts to improve early warning and response systems, the international community and the United States remain woefully unprepared to



*Nancy J. Powell, a retired career ambassador, led the State Department Ebola Coordination Unit in 2014 and was senior coordinator for avian influenza from 2005 to 2006. She is the 2017 recipient of AFSA's Lifetime Contributions to American Diplomacy Award.*



*Gwen Tobert was a member of the Ebola Coordination Unit and is the Pandemic Response Team lead in the Office of International Health and Biodefense in the State Department Bureau of Oceans and International Environmental and Scientific Affairs.*



COURTESY OF GWEN TOBERT

From left, Ambassador Steven Browning, Jeremy Konyndyk (head of USAID's Office of Disaster Assistance) and Dirk Dijkerman (head of USAID's Ebola Secretariat) testify about funding for the Ebola crisis before the U.S. House of Representatives Committee on Appropriations on Feb. 11, 2015.

deal with pandemics. It is essential that the State Department continue to press forward energetically with implementation of our own lessons learned so that we can more quickly, nimbly and effectively support our interagency and international partners while protecting the safety of our own personnel in the field.

### Recent Advances

In the months after Ebola faded from the headlines, State forged ahead with testing and adaptation of solutions in real time as we responded to new outbreaks of Zika and yellow fever. As a fundamental first step, the Bureau of Oceans and International Environmental and Scientific Affairs (OES) established a small, permanent Pandemic Response Team with a three-pronged mission: to coordinate department-wide responses to outbreaks, build internal capacity and support strategic initiatives around global response capability.

To date, the department's response to outbreaks has been largely ad hoc, as evidenced by the hodgepodge of "task force" models that have been established—the Avian Influenza Action Group in 2005, the Ebola Coordination Unit in 2014 and the Zika Coordination Team in 2016. The absence of a defined model has repeatedly resulted in a scramble to develop coordination mechanisms and establish leadership in the early days of an outbreak. OES' Pandemic Response Team seeks to address this challenge as a central tenet of its mission to build State Department capacity. Together with the Bureau of Medical Services (MED) and the

Operations Center's Crisis Management and Strategy Office, the team has now launched a multitiered response mechanism that mirrors best practices at agencies like the CDC and integrates pandemic response into the department's broader crisis management structures.

This new model provides a framework for elevating the department's response posture from "steady state" monitoring by the Pandemic Response Team up the ladder to establishment of an Operations Center Task Force and, potentially, creation of a separate coordination office along the lines of the Ebola Coordination Unit. Outbreaks have complex policy implications, and they may ebb and flow over a period of many months; the goal of this model is to provide predictability while maintaining maximum flexibility and ensuring a judicious expenditure of resources.

In addition, a new Public Health Working Group, co-chaired by OES and MED under the auspices of the State Department Crisis Management Council, brings together representatives from across the department to evaluate outbreaks and provide advice to senior officials on appropriate responses. Emergency Action Committees at posts utilize tripwires to determine responses to any given threat; in a similar manner, the working group relies on a set of decision criteria to assess the risks posed by a potential outbreak.

This decision tool incorporates criteria such as the overall public health threat level, the extent of U.S. mobilization required, public perceptions, existing capacity within State Department offices, expected impact on post staffing and U.S. nationals

## To date, the department's response to outbreaks has been largely ad hoc, as evidenced by the hodgepodge of "task force" models that have been established.

overseas, and expected political and economic consequences to affected regions. Through the co-chairmanship of OES and MED, the working group also helps ensure that critical operations and management issues are integrated into policy decision-making.

The PHWG formalizes another best practice learned during previous outbreaks: it maintains a network of contacts embedded throughout the State Department to facilitate rapid information sharing and to feed analysis across State's broad equities into the U.S. government policymaking process. Regular meetings of this group provide a forum to resolve ongoing public health crisis management challenges and to flex the department's coordination muscles before an outbreak occurs.

Mirroring these efforts within the department, the Pandemic Response Team also develops and maintains strong working relations with interagency counterparts (including the National Security Council, CDC, USAID, Department of Defense, Department of Transportation and Department of Homeland Security), as well as with key allies and the World Health Organization, to support its three mission areas. These working relationships are essential to preparedness training, as well as better communication, coordination and transparency during an emergency.

Through these relationships, the Pandemic Response Team monitors global disease outbreaks and local responses to provide senior officials with an early warning when outbreaks may require a U.S. or international response. The team also leverages these relationships to support State's Bureau of International Organizations in encouraging and monitoring efforts to reform WHO's emergency response capabilities.

### More Work Needed

The State Department has made demonstrable progress in acting on the lessons learned during the last decade, and there is tremendous opportunity for the new leadership to bolster these achievements. In particular, with stronger structures now in place, the department should take a closer look at the human capital and processes within those structures.



Nicolette Louissaint (left), Gwen Tobert (center) and Robert Sorenson, the three core staff of the Ebola Coordination Unit, at a February 2015 event where President Barack Obama honored those leading the Ebola response effort.

COURTESY OF GWEN TOBERT

- **First**, networks need to be encouraged at all working levels. The State Department excels at building relationships that bear fruit months or even years down the road, and this is a unique asset that both our Foreign Service and Civil Service colleagues can offer the interagency in times of crisis. Contacts developed with the international health community during the avian influenza effort paid dividends during the Ebola crisis, and Ebola contacts greatly facilitated the response to Zika.

Cooperation on Ebola was facilitated by relationships developed among State, USAID, DoD and World Food Programme officials during earlier service together in Nepal. Personal relationships, developed over years of working together, greatly assist in breaking down the normal barriers to interagency and international efforts. These networks may develop organically, but they can also be encouraged through trainings and exercises.

- **Second**, State should maintain a roster of current and retired ambassadors with strong management and team-building skills, who can be called on to head a separate coordination office when the highest level of departmental response becomes necessary. The ambassadorial title is invaluable in interagency and international arenas during a complex public health and humanitarian crisis such as Ebola, and the need for strong organizational skills far outweighs the need for scientific or health credentials, which should be supplied by other members of the team.

Seasoned career ambassadors also bring critical personal relationships to the table. During the Ebola outbreak, for example, Ambassadors Deborah Malac and Linda Thomas-Greenfield leveraged personal relationships with Liberia's senior leaders to enhance our ability to support the government and secure its support for our assistance effort.

## State has made demonstrable progress in acting on the lessons learned during the last decade, and there is tremendous opportunity for the new leadership to bolster these achievements.

• **Third**, we need to make it easier for State officers to volunteer to serve on a task force or in a coordination unit, especially for extended periods of time. Given workforce shortages, it is likely that any task force or coordination unit is going to be very diverse and not necessarily experienced in international health—and that’s OK. The establishment of the Pandemic Response Team—and OES’ commitment to lead a task force with MED support if one is stood up—ensures that the core team will have the necessary expertise, but additional personnel will surely be needed. Pandemic response requires expertise in the areas of geopolitical, consular, legislative and public affairs, among others. It also requires skilled staff assistants, office management specialists and management officers.

The Ebola Coordination Unit eventually consisted of two OES civil servants whose permanent assignments involved international health issues, an ambassador-designate awaiting confirmation, an American Association for the Advancement of Science Fellow with an advanced degree in pharmacology, a Bureau of International Narcotics and Law Enforcement Affairs evacuee from Yemen, a medical evacuee, an unassigned management officer and an office management specialist temporarily reassigned to support the team from the Office of the Counselor.

What we lacked in experience was more than made up for by dedication and long hours. This shouldn’t be a surprise—it’s the norm for State Department crisis management. Yet though this rag-tag team delivered month after month, burnout was a very real issue, and the ECU lacked a mechanism to rapidly transition in new staff, particularly those with skillsets matching current needs.

• **Fourth**, State must continue to affirm its role within the interagency community during a pandemic. The department’s forward-leaning approach and reliable support in recent outbreaks has strengthened its reputation as coordinator and facilitator, as well as expanding the interagency’s appreciation of the numerous

foreign affairs equities involved in any successful response. State’s seat at the interagency table provides a window into the complexity of a pandemic, particularly after it hits America’s shores, allowing senior State representatives to shape the response even if some measures are outside of their immediate mandate.

Each outbreak will be unique, and we do not yet know how current or future administrations will choose to structure the U.S. government’s overall response. During the avian influenza outbreak of 2005, State took on a coordination role, leading an interagency task force that worked to support the international response. By the time the Ebola Coordination Unit was established in 2014, the National Security Council was clearly in charge of a multiple-agency effort that included deployment of military personnel, civilian health and development professionals, and large numbers of nongovernmental organization workers.

State’s role was much more narrowly defined. We supported the president’s and the Secretary’s efforts to secure financial and other support; participated in press events and congressional briefings; coordinated with the United Nations as they slowly built up a presence in West Africa; helped formulate policies concerning travel to and from the affected areas; and coordinated with embassies in the affected areas. Each time a State task force or coordination unit is established, senior State officials should determine what role State will play and convey that clearly to the ambassador, the regional bureaus and other agencies.

### Strategic Approach Needed

Finally, to return to our first lesson learned, State’s senior officials must think strategically about mitigating the impact of future, and potentially more frequent, pandemics on the department’s mission.

State needs to maintain—even in the face of anticipated budget cuts—the Pandemic Response Team and the broader Office of International Health and Biodefense, which works to increase other countries’ capacities to prevent, detect and respond to infectious disease outbreaks on their own. Regional bureaus, MED, Human Resources and Diplomatic Security need to plan for greater flexibility in meeting posts’ needs and requirements for evacuations, changes in staffing (increases in some areas; reductions in others) and visits by the regional medical officers; as well as plan for potential long-term effects on bidding patterns.

Our diplomatic engagement was essential during the Ebola outbreak, and the State Department must continue to form the backbone of international efforts aimed at better preventing, detecting and responding to the infectious disease threats of the future. It is a matter of national security. ■



# My Legal Battle with the World's Worst Property Manager

BY AARON P. KARNELL

**T**wo words from a Virginia judge, and it was over: "Motion granted." Someone else might have turned to his lawyer at that point and asked, "What does this mean?" But I was acting as my own lawyer. I already knew what the verdict meant: after an eight-month legal battle with my property manager, I'd lost my case.

As I left the courtroom, my opponent was grinning.

## Who, What, Where, When

Sometime in 2014, while I was in Mexico, three people moved into my Alexandria condo without my permission. My Virginia-based property management company didn't vet them or run a credit check on them, but the company did cash rent checks from the three, none of whom had ever applied to live in the property. Evidently, they had swapped places with the original tenants. The property manager later claimed not to know they were there.

The three paid rent to the property manager for awhile, then decided paying real money for housing was passé, and



*Aaron P. Karnell is a Foreign Service consular officer who joined the Department of State in May 2010. Prior to joining State, he was an FSO for USAID. He has served overseas in Dar es Salaam, Gaborone, Guadalajara and Matamoros. He passed the California bar examination in May 2014.*

**Here are some hard-won lessons learned in dealing with a common feature of Foreign Service life: property managers.**

stopped. I had to request the property manager to threaten them with eviction. They finally left the condo, and during the resulting turnover period, I lost two months' rent. (The month they didn't pay before leaving was covered by the security deposit, which the property manager did not return to me until after I had filed the lawsuit!)

I wrote a demand letter to the property manager clearly stating my claim. Don't I pay your management fee, I asked, for you to know what is going on with my property, including who actually lives there? No response.

I am a lawyer by training, and the lawsuit started to form in my head. I checked off the elements of negligence. Was there personal injury or property loss caused by the defendant's breach of a legal duty? Check. What about the duty of an agent, such as a property manager, to the owner, to look after his affairs as if they were his own, and to act in his best interest? He definitely didn't do that. Check.

Then I looked at the contract I had signed with the property manager. Hmm. There wasn't much in there about his duties, but there was an awful lot about mine.

Still, I was confident in victory. I was going to be the consumer who fought back. I may be an inexperienced lawyer, but I had two grand legal pillars holding up my case: the law of agency and the law of negligence.

## How Can You Protect Your Investment?

- Choose your property manager carefully—ask friends and colleagues for references.
- Review the contract carefully before signing, and insist on any necessary changes.
- Make plans to tour the property whenever you are in the area—some trips will be partially tax-deductible, so keep receipts for your tax adviser.
- Don't assume the property manager is doing what needs to be done. Ask questions, ask for current photos and receipts, and stay involved.
- For a lot of good information from the State Department's Transition Center about managing your property from overseas, visit [www.bit.ly/managingproperty](http://www.bit.ly/managingproperty).



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### The Case

According to the law of agency, the fiduciary duty of an agent to his principal is one of the highest duties one person can owe another. It means that the agent—in this case, the property manager—must act in the best interest of the principal—me. The property manager-owner relationship is a textbook agency relationship, and everyone who has been to law school knows this.

But that's the difference between law school and the real world. Practicing lawyers know that common law principles are sometimes scrapped altogether by business-friendly state legislatures. As it turns out, the Virginia Code rewrites the property manager-owner relationship to exclude any duty of the property manager to act in the owner's best interest.

Okay, that hurts. But I still had the law of negligence, right?

Enter the economic loss doctrine, a business-friendly legal principle that says, in essence, that if you have a contract with a service provider such as a property manager, and he doesn't do his job properly, but you don't suffer any personal injury or physical loss due to his poor performance, you cannot sue for negligence.

All I was left with, at that point, was what was in the contract. What were his promises in that document? To collect rent. To find tenants. And that was about it.

Case dismissed.

Aside from revealing my naïveté as a lawyer, there is a point to sharing this story. My hope is that others in the Foreign Service, whether they are lawyers or not, can learn a few lessons from my loss.

### Lessons Learned

First, as a property owner, don't go around thinking "the law" protects you from your property manager's incompetence if your losses are purely economic and not very shocking. Legal

doctrines and pieces of legislation designed to protect businesses have a way of cropping up.

Second, and more importantly, take an active role in the negotiation of your property management contract. When I signed my contract, I assumed, like many, that I had little power to negotiate. Increasingly, the contracts in our daily lives are "take it or leave it" agreements—"Click here to agree to all of this gobble-dyhook." But sometimes there is room for negotiation, especially with more personal business relationships.

In fact, on looking at my contract again, I discovered that I had a few blank lines I could have used to enter my own terms. If I had used those lines to write, "property manager owes owner a duty of due care in the management of owner's property," I might have seen a different outcome. At the start of your relationship with a property manager, or when the contract is up for renewal, check that the agreement requires the property manager to act with due care. If that language isn't in there, ask for it. It's not an especially onerous request, and if the property manager wants your business, they will probably accept it.

Finally, don't have illusions about what a property manager can do for you. Relying on that same principle of the property manager acting in the owner's place, I once asked a property manager to attend an important condominium association meeting for me where a critical topic—condominium redevelopment—was to be discussed. When I lived in the States, I didn't go to condo association meetings very often; maybe once a year, if that. But this is one I certainly would have attended if I were in town. The manager said simply, "Sorry, we don't do that."

I should have figured out then what I finally know now, several years and one lawsuit later: Property managers are there to collect rent, help you find a tenant (sometimes) and make basic repairs. They are not you. They don't act in your best interest, but rather, in their best interest—which, if you are smart about your contract, might coincide with yours. ■

# The Migrant Crisis in Europe and the U.S.-E.U. Relationship

BY KATHLEEN SHEEHAN

**Changes in the Brussels-Washington equation may affect the European Union's refugee resettlement efforts.**

**A**s the European Union continues to take stock of its relationship with the new Donald J. Trump administration, the refugee and migration crisis that has overwhelmed the continent in recent years is subsiding. The annual number of individuals crossing into Europe dropped from more than a million in 2015 to about 300,000 in 2016, and stands at just over 12,000 as of February.

Despite a decrease in the number of people arriving, however, European countries must nonetheless ensure that all migrants have access to safe reception and accommodation sites while they wait for their asylum claims to be adjudicated.

To date, the United States has worked cooperatively with Europeans to deal with the crisis, and the European Union has counted on American moral and financial advocacy on behalf of refugees and migrants. Whether Washington will continue to play this role under the new administration is uncertain.



*Kathleen Sheehan, a Foreign Service officer from 1993 to 2007, served in Shenyang and Washington, D.C., in the Bureaus of East Asia and Pacific Affairs, European Affairs, and Population, Refugees and Migration. She lives in Washington, D.C. The opinions and characterizations in this piece are those of the author and do not necessarily represent official positions of the U.S. government.*

## State of the Crisis

The number of refugees crossing from Turkey to Greece has dropped considerably since the wave began in 2015. According to the United Nations High Commission for Refugees, just 264 people arrived in Greece in January 2017, a fraction of the 67,000 who arrived in January 2016. The dramatic reduction is due in large measure to the deal the European Union struck with the government of Turkey in March 2016.

Under that arrangement, for every migrant Turkey accepts back from Greece, the E.U. has agreed to resettle one migrant from Turkey. The E.U. also disbursed 3 billion euros to Turkey for migrant assistance. This deal, criticized by many humanitarian organizations for threatening to forcibly return refugees to countries where they are liable to be persecuted, effectively sent a message to people fleeing the Middle East that the Turkish route to Europe was closed.

Meanwhile, the flow of migrants from Africa to Italy has continued unabated, with no end in sight. According to the UNHCR, 170,973 people made the treacherous journey from Libya to Italy in 2016, and the agency predicts another 190,000 will arrive this year.

Given the perceived success of the E.U.-Turkey deal in halting migration from that country, E.U. member-states are now looking to countries in North Africa to play a more active role in stemming the flow of people to southern Europe. At the 2017 summit, where Malta assumed the presidency of the European Union, member states proposed more training for and a greater exchange of information with the Libyan Coast Guard, as well as

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## The first question to ask in determining the impact of a changing trans-Atlantic relationship on the migration crisis is whether the programs established by the Obama administration to assist Europe in addressing the problem will continue.

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stepped-up intelligence sharing, to target smugglers.

Because migrants stranded in Libya are held in detention centers, the E.U. also pledged to help authorities improve conditions in such facilities—both to facilitate the process of integrating migrants into European society and to support international organizations' efforts to assist with voluntary returns.

### **A Changing Trans-Atlantic Relationship**

As Brussels continues to deal with this migration crisis, it is simultaneously forging a relationship with the new U.S. administration. In February E.U. High Representative Federica Mogherini visited Washington, D.C., and noted that for the first time the main focus of her visit was the bilateral relationship, rather than world crises. While speaking to the press during that trip, she commented that the E.U. was entering “a time of a more pragmatic and transactional kind of relationship with the United States.”

This cautious tone was the result of continued uncertainty over the nature of the relationship the Trump administration plans to have with Europe. In a strong reaction to remarks President Trump made during his campaign, European Council President Donald Tusk sent a letter to European leaders on Jan. 31, noting that “the change in Washington puts the European Union in a difficult situation, with the new administration seeming to put into question the last 70 years of American foreign policy.”

European leaders expressed strong opposition to Pres. Trump's likely nominee to be ambassador to the European Union, Ted Malloch, because of his perceived hostility toward the E.U. In a January BBC interview, when asked why he wished to hold that position, Malloch responded: “I had, in a previous career, a diplomatic post where I helped to bring down the Soviet Union. So maybe there's another union that needs taming.”

Other administration officials have been more positive about the future of the relationship. In his February visit to Brussels,

Vice President Mike Pence said, “It is my privilege on behalf of Pres. Trump to express the strong commitment of the United States to continued cooperation and partnership with the European Union.”

However, Pierre LeCorre, an E.U. specialist at the Brookings Institution, noted that the visit did not help to restore Europe's confidence in the relationship because “no one knows how connected Pence is to the Trump foreign policy team.”

Executive Order 13769, signed by Pres. Trump on Jan. 27, further complicated the formation of a new U.S.-E.U. relationship. The order capped the number of refugees to be resettled in the United States in 2017 at 50,000 (the previous administration had set a Fiscal Year 2017 ceiling of 110,000), suspended all refugee admissions for at least 120 days, barred the entry of Syrian refugees indefinitely and prohibited the entry of nationals from seven specified countries (Syria, Iran, Sudan, Libya, Somalia, Yemen and Iraq). European leaders did not hold back in their criticism of this action.

During her February visit to Washington, Mogherini made clear just how strongly Brussels disagreed with the executive order. “The E.U. does not believe doors are open to all,” she noted, “but also does not believe in walls or discrimination on nationality.” According to LeCorre, “The U.S. no longer has any credibility with the E.U. on migration issues.”

Following successful legal challenges to EO 13769, on March 6 the Trump administration issued a replacement, Executive Order 13780. The new E.O. also halted the admission of refugees for 120 days (from the same list of countries, minus Iraq). However, on March 15 the United States District Court for the District of Hawaii issued a nationwide injunction prohibiting the Department of State from enforcing or implementing Sections 2 and 6 of this executive order. Section 6 includes certain provisions relating to refugee admissions. Consequently, the Department of State has continued to admit refugees through the U.S. Refugee Admission Program.

## Looking Ahead

The first question to ask in determining the impact of a changing trans-Atlantic relationship on the migration crisis is whether the programs established by the Obama administration to assist Europe in addressing the problem will continue. Such efforts included pledges at the 2016 Leaders Summit on Refugees of \$50 million for the Global Crisis Response Platform, as well as \$11 million for the Emerging Resettlement Country Joint Support Mechanism—an effort to provide financial and technical support to nations trying to establish or expand their refugee resettlement programs.

In 2015 then-Secretary of State John Kerry established a working group, composed of representatives from 26 State Department offices and six federal agencies, to coordinate the American response to the migration crisis. The working group operated under three guiding principles: fill gaps in human assistance on the ground; strengthen cooperation on border security and migrant vetting; and exchange best practices on resettlement. According to sources in the Bureau of Population, Refugees and Migration, the working groups are still standing, but they are working on an as-needed basis.

The Trump administration's proposed budget for FY 2018 included a 29-percent reduction for the Department of State. When asked how the proposed budget would affect U.S. assistance for the migration crisis in Europe, a spokesperson for PRM was not able to provide information beyond a March 17 memo from Office of Management and Budget Director Mick Mulvaney, which stated: "Until OMB releases the full FY 2018 budget, all public comments of any sort should be limited to the information contained in the budget blueprint."

If Europeans see the U.S. leadership role on migration fading, will they pick up the slack? When High Representative Federica Mogherini visited Washington, she was asked this question directly. She replied that the E.U. "is ready." Despite this assertion, it's hard to know what will happen to cooperation among European countries if they believe Washington has washed its hands of the refugee crisis.

After the Trump administration announced the details of



Syrian and Iraqi refugees from Turkey arrive at the island of Lesbos off the coast of Greece in October 2015.

WIKIMEDIA COMMONS/GGIA

the initial executive order halting arrivals, thousands of people in Europe protested via social media and in demonstrations. According to an opinion piece published by the European Council on Foreign Relations in February, "Europe must not allow itself to be divided and conquered. ... Instead, the E.U. must speak with one voice to defend international agreements and basic human rights, including the rights of refugees."

With national elections coming up in France, Germany and Italy, political parties expressing anti-immigrant sentiments are speaking more loudly. (The ruling coalition in the Netherlands held onto power in March elections, but at the price of tacking sharply to the right on immigration.) Despite the E.U.'s criticism of the proposed United States travel ban, many center-right politicians in Europe praised it. This is already having a negative impact on the relocation of refugees from Greece and Italy to other European countries. While their northern neighbors pledged to relocate 106,000 refugees by September 2017, only 11,000 have actually been moved.

Europe expects that the United States will be less engaged on the migration crisis going forward. As the E.U. stops looking to the U.S. for support on the migration crisis, will it also look away from the United States for cooperation on other trans-Atlantic issues, such as trade, security and protection of human rights? During a March 1 Council on Foreign Relations podcast assessing the state of the U.S.-E.U. relationship, Senior Fellow Charlie Kupchan stated: "Europe is the anchor of our global policy." Time will tell whether this foundation remains strong. ■



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**You can make a contribution at [www.afsa.org/donate](http://www.afsa.org/donate)**

## Continuing the Conversation: Securing Diplomacy for the Next Quarter-Century

On March 15, AFSA held the second in a new series of events, “Continuing the Conversation.” Former Assistant Secretary for Diplomatic Security Gregory Starr, a retired FSO, took part in a moderated conversation with AFSA President Ambassador Barbara Stephenson on the topic of his article in the March issue of *The Foreign Service Journal*, “Securing Diplomacy for the Next Quarter-Century.”

Amb. Stephenson kicked off the full-house event at AFSA HQ, saying “security is a responsibility, not just for DS agents, but for everyone,” a theme she had expanded on in her March *FSJ* president’s column “Working Together to Manage Risk.” Amb. Stephenson invited Mr. Starr to comment on the future of Diplomatic Security and how the agency is preparing to respond to new threats worldwide. DS special agents should be trained in both “hard skills” and diplomatic tradecraft, Mr. Starr said, to be prepared for the new challenges they will face.

“We need to get back to the concept of service, and be talking openly to recruits and current members of the Foreign Service about the realities of the Service,” he added.



Former Assistant Secretary Gregory Starr (left) at an event continuing the conversation about how to secure diplomacy. Moderated by AFSA President Ambassador Barbara Stephenson (right), the conversation was followed by a Q&A session.

Mr. Starr emphasized, for example, the importance of being clear from the outset that all members of the Foreign Service should expect to serve at an unaccompanied post (a post designated as unsafe for dependent family members due to terrorism or instability in the host country).

He noted that DS special agents should expect to serve at such a post approximately once per decade. Prior to 2001, an unaccompanied posting generally happened only once over the course of an agent’s career.

Amb. Stephenson and Mr. Starr also discussed the critical issue of risk management, and how vital it is for members of Emergency Action Committees at

overseas posts to be involved in assessing and mitigating risk to effectively and safely conduct U.S. diplomacy.

“The priority of the Foreign Service must be to implement U.S. foreign policy,” he said, and to do that you must be able to weigh and manage risk.

Drawing on his experience as the United Nations Under-Secretary-General for Safety and Security, Mr. Starr helped to institute the Vital Presence Validation Process (known as VP2) at State.

VP2 is a repeatable and transparent method to make risk-managed decisions regarding U.S. presence at missions which have been designated as “high-threat.” A VP2 analysis must be undertaken annually by high

## CALENDAR

**May 3**  
12-1:30 p.m.  
AFSA Governing Board Meeting

**May 5**  
Foreign Service Day/AFSA Memorial Plaque Ceremony

**May 11**  
4:30-6:30 p.m.  
Reception: *FSJ* Digital Archive Launch

**May 25**  
4:30-6:30 p.m.  
AFSA Networking Happy Hour

**May 29**  
Memorial Day:  
AFSA Offices Closed

**June 7**  
12-1:30 p.m.  
AFSA Governing Board Meeting

**June 8**  
8 a.m.  
AFSA Election Voting Deadline

**June 20**  
4-6 p.m.  
AFSA Awards Ceremony

**July 4**  
Independence Day:  
AFSA Offices Closed

**July 15**  
New Governing Board Takes Office

threat posts, and weighs U.S. policy against risks in a particular location, taking staffing and resources into account.

Mr. Starr recommended that VP2 reports be made available to all posts—even those not considered high threat—so that staff mem-

*Continued on page 56*



## Make Your Voice Heard! Vote in the AFSA Election

As you may know, voting has now started to elect the 2017-2019 AFSA Governing Board. I am not running for re-election, and this message is not about any particular candidate or slate. The goal of this message is to convince you how important it is to vote in the AFSA election.

There are two active-duty State Department employees whose full-time job it is to work for AFSA: the president (although the president could also be a retiree or could come from one of the other agencies) and the State Department vice president. In addition, there will be five State Department representatives on the AFSA Governing Board who serve on a volunteer basis in addition to their full-time State Department jobs.

The AFSA president is the individual overseeing the entire professional association side of the house, including media outreach, legislative advocacy, partnerships with other organizations and much, much more.

As such, the president serves as the voice of the Foreign Service, and is often the first person outsiders (or even insiders) turn to when they want to know how an issue is viewed by or will affect the Foreign Service. It matters who holds that position.

The AFSA State VP heads

the union side of the house, serving as the chief negotiator for the Foreign Service's State Department personnel when it comes to labor-management issues. When the department proposes a change to an existing policy or procedure that must be negotiated with AFSA or on which AFSA must be consulted, it is the State VP who decides how to proceed.

If the State VP does not catch a potential problem during such negotiations and consultations, thousands of members could be negatively affected. It matters greatly who holds the power to negotiate on your behalf.

The State reps not only raise and pursue issues themselves, but also serve as a wealth of knowledge and experience for the president and State VP. For example, when an issue arises involving a problem or skill code that I'm not personally as familiar with, I often turn to my State reps, asking them for their perspective and input. Their feedback has been invaluable in enabling me to argue effectively on behalf of the full spectrum of membership views.

Sadly, voter turnout in recent AFSA elections has been abysmal, with only 25 percent voting in the 2015 elections. If you do nothing else with your AFSA membership, at least just

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**Sadly, voter turnout in recent AFSA elections has been abysmal, with only 25 percent voting in the 2015 elections. If you do nothing else with your AFSA membership, at least just vote. It's quick and easy, and our member services team is happy to walk you through any questions.**

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AFSA/JOSH

vote. It's quick and easy, and our member services team (member@afsa.org) is happy to walk you through any questions.

If you want to do more than place your own vote, please spend a little time encouraging all of your fellow AFSA members to vote, as well. And, if you have colleagues who are not AFSA members, tell them what AFSA does and encourage them to join.

I have to admit, I never once voted in an AFSA election until I myself ran for office. Now that I'm in the job, however, and see

how much is at stake every single day, I am ashamed of my earlier indifference and want to do everything I can to convince you how much the future of the Foreign Service depends on getting the right people into these AFSA positions.

So read up on the candidate statements (available on [www.afsa.org/afsa-elections](http://www.afsa.org/afsa-elections)), think about what matters most to you, and then cast your vote before the June 8 deadline. It AFSA-lutely matters.

And yes, I've waited almost two years to write that pun. You're welcome. ■





## The Human Resources Transformation

The role of USAID in the world today is perhaps more important than at any other time in its history.

Former Deputy Administrator Alfonso Lenhardt launched USAID's Human Resources Transformation with this sentiment as he highlighted the importance of a highly functioning HR department to serve the needs of the agency and its workforce.

The sentiment was further driven home in the Feb. 27 letter sent to the House and Senate leadership signed by 121 retired three- and four-star generals and admirals, conveying their experienced and strong conviction that elevating and strengthening diplomacy and development alongside defense is critical to keeping America safe.

USAID FSOs are a critical frontline defense in preventing conflict and advancing our national security interests. The military needs and wants strong civilian partners in the fight against the forces driving extremism—injustice, insecurity, lack of opportunity and hopelessness. Success in our

increasingly complex operating environment is vested in a strong Foreign Service.

Honoring this demand and to better serve current and future administrations, USAID has prioritized the need to make systemic, long-term improvements to its operating and management systems.

The HR Transformation process aims to ensure that the agency is supporting and empowering its staff around the world and thus retaining quality personnel, as well as responsibly managing hiring systems and authorities so that the agency has the staff it needs.

Recognizing that people are the source of the agency's strength, efforts at transforming HR to bring meaningful and lasting change to the way USAID manages its human resources are beginning to take shape. The reduction in force (RIF) of the 1990s, combined with USAID's operating expense restrictions and inadequate workforce planning, spawned both excessive temporary hiring and diminished professional development and

training for career officers.

The Development Leadership Initiative of 2008 provided some relief to the extreme shortage of career FSOs. Predictably, the rapid onboarding of the DLI career candidates strained structural weaknesses and highlighted many pain points, which are now being addressed by the HR Transformation.

Member concerns have repeatedly cited lack of transparency in both the Foreign Service assignment system and promotion system. AFSA has consistently called for transparency in these two vital aspects of career management to help strengthen retention, development of expertise and increased morale at USAID.

AFSA has also consistently called for the agency to include FSO input in the design of any changes that affect their lives.

It is gratifying to see labor and management working together toward the common goal of designing new processes that improve agency operations. FSOs have been

active participants in working groups on these initiatives and, as direct users of both systems, have uniquely well-informed perspectives on what is working and what is not.

The roots of such collaboration lie deep within the democratic heritage of our people and our nation, and I strongly encourage all USAID FSOs to keep up their enthusiasm and commitment to participating in the redesign of these core components.

We hope that clearer information on assignment bidding and performance management systems will soon be available, along with new tools to help FSOs navigate the process.

As the redesign of both the assignment and performance management process continues, please take the time to review the documents and webinars posted on the Office of Human Capital and Talent Management website, and share your thoughts with AFSA at ebethmann@usaid.gov and swayne@usaid.gov. ■



## AFSA Governing Board Meeting, March 1, 2017

**Welcome:** AFSA President Ambassador Barbara Stephenson welcomed Stephen Wixom as the new FAS Representative.

**Consent Agenda:** The Governing Board approved the consent agenda item, which was: the Feb. 1 Governing Board meeting minutes.

**FSGB Appointments:** On behalf of the Executive Commit-

tee, Retiree Vice President Ambassador (ret.) Tom Boyatt moved that the AFSA Governing Board approve six applicants for consideration at the initial meeting with other foreign affairs agencies to determine the Foreign Service Grievance Board appointment recommendations to make to the Secretary of State. The motion was approved. ■



Views and opinions expressed in this column are solely those of the AFSA FAS VP. Contact: mark.petry@fas.usda.gov or (202) 720-2502

## Washington Without FSOs

The recent list of jobs for Foreign Agricultural Service officers returning to Washington, D.C., is extremely disappointing.

For the five most-senior officers (Senior Foreign Service and FS-1) returning to work in Washington, D.C., there are only five positions available. Moreover, there are no positions available in four of the six FAS program areas.

Are we facing an intentional effort to create disincentives for officers to return to Washington?

The answer is no, but the result is the same. A dearth of mid-level officers is the fruit of poor hiring practices

and the mismanagement of resources many years ago. As a result, we are down by one third in both the FS-1 and FS-2 classes.

Since overseas offices must be filled, the gap in officers is in Washington. Instead of 33 percent of officers serving in Washington, we now have only 16 percent. Those who do take positions in Washington generally cycle back overseas quickly.

These statistics don't change the fact that work in Washington has to be done. However, it has encouraged parochial, short-term thinking on behalf of headquarters staff. Rather than being

welcoming to FSOs who may hold a position only a year or two, they seem to prefer to have no FSOs at all.

Instead of making extra efforts to take advantage of the benefits of having FSOs on staff, managers have simply hired more civil servants. As a result, some coveted positions may not open up for FSOs for a decade or more.

Not only does this not give returning officers any real choice and disregards their broad experience, it sends the message that FAS FSOs are not welcome and not valued in Washington. Management suggests they value FSO con-

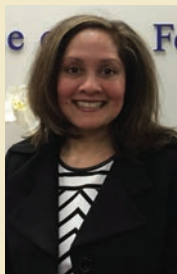
tributions, but their actions don't match the rhetoric.

AFSA and FAS management must develop a plan to weather this demographic crisis and maintain a vibrant FSO presence in Washington. Unfortunately, any agreement will likely put even more hardship on FSOs by weakening our contract language on hiring or by offering no additional human resources.

However, we must try. Given both the written and social contracts that exist in our small agency, putting Washington-based FSOs into "windowless offices" is not acceptable. ■

## AFSA Welcomes New LM Staff Member

Jaya Duvvuri is the new executive assistant to AFSA State Vice President Angie Bryan. A Foreign Service spouse, she previously served as the Education USA adviser at Embassy Kigali, and was the treasurer



Jaya Duvvuri

Ms. Duvvuri worked as an economist at Booz Allen Hamilton and Pricewaterhouse Coopers, providing strategy consulting and transfer pricing solutions to corporate clients. She holds a B.A. in political economy

of industrial societies from the University of California, Berkeley, and a joint master's degree in quantitative economics and urban and environmental policy and planning from Tufts University. ■

### NEWS BRIEF

#### AFSA'S 2016 ANNUAL REPORT PUBLISHED

The 2016 AFSA Annual Report is now available online at [www.afsa.org/annualreport](http://www.afsa.org/annualreport).

AFSA President Ambassador Barbara Stephenson introduces the report, setting out the goals of AFSA's Governing Board and sharing achievements and new initiatives. Contributions from the AFSA treasurer, each of the constituency vice presidents and AFSA Executive Director Ian Houston follow.

The report details AFSA's 2016 activities—from outreach to advocacy and from publications to member engagement—with particular attention to what AFSA does to tell the Foreign Service story.

To reduce costs and be eco-friendly, we are making the report available online to all members. To request a paper copy, while supplies last, please email [saunders@afsa.org](mailto:saunders@afsa.org), with the subject line "Annual Report." ■



## Packing Out—What You Need To Know

It's that time of year again: summer transfer season is quickly approaching, and thousands of Foreign Service employees and their families are preparing to pack up their households and ship their possessions to their next post.

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 the resources available there can be found at [www.bit.ly/StateOBC](http://www.bit.ly/StateOBC).

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

### 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 household effects (HHE) allowance is the same regardless of the number of people listed on the travel orders: A single person or a family of six both get the same 7,200-pound allotment.



James Yorke

A separate weight allowance is also authorized to be shipped as unaccompanied air baggage (UAB); this amount does change based on the family size.

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 travelers can ship 100 pounds each.



AFSA/JOSH

Remember, too, that you cannot transfer unused UAB weight to your HHE 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. This 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 to remove items if you find that you have exceeded the weight allowance.

You are allowed 10 days of per diem before flying out—use them wisely.

**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, and you can't keep your eyes on everyone at the same time. 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. Use your smartphone or tablet to 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. A complete inventory will make it easier to identify missing or damaged items, and may help you to claim on your insurance if items have been damaged en route. So spend a little extra time to make sure your inventory is as thorough as you can make it.

### 5. Engage the inspector.

A State Department 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

## AFSA Election Candidates Attend Town Hall Meeting



Members of the AFSA Committee on Elections at the town hall.

On April 4 AFSA hosted a town hall event for the upcoming election of the 2017-2019 AFSA Governing Board. Shown here, from left, are Election Committee members Lee Brayman, Mort Dworken, Curt Whittaker and Susan Wong (chair).

Nearly 20 candidates came to speak on their platform and hear questions from AFSA members. Each candidate had the opportunity to discuss their qualifications for the position for which they are standing, and to explain how they will advocate for the Foreign Service and AFSA members if they were to be elected. A recording of the event is available on the AFSA website, [www.afsa.org/elections](http://www.afsa.org/elections). ■

## Your Vote Matters—Use It!

The election for the 2017-2019 AFSA Governing Board and a vote on three proposed bylaw amendments is underway. Details about the election, including the rules, can be found at [www.afsa.org/elections](http://www.afsa.org/elections).

All members should have received candidates' campaign literature, proposed bylaw amendments plus explanation and a statement of opposition to one proposed amendment with their ballot, and may also view the information on the AFSA website (<http://bit.ly/2p0FeVP>).

**Ballots:** Ballots were distributed on April 17. If you have a valid email address on file with AFSA, an email containing a unique passcode and instructions for voting



online was sent to you.

If you did not receive that email, and are a regular member who was in good standing as of March 17, you can also visit the secure online ballot site, [www.directvote.net/AFSA](http://www.directvote.net/AFSA), and request that an email containing unique login credentials be sent to you.

Be sure to add [noreply@directvote.net](mailto:noreply@directvote.net) to

your approved sender list to ensure receipt.

Printed ballots have been sent to all retired members via the U.S. Postal Service. If an online and a printed ballot are returned for the same member, only the printed ballot will be counted. If you have not received a ballot by May 8, please contact [election@afsa.org](mailto:election@afsa.org).

Requests for a duplicate

ballot can be sent by email to [election@afsa.org](mailto:election@afsa.org) or in writing to: AFSA Committee on Elections, 2101 E Street NW, Washington DC 20037. Please include your full name, current address, email address and telephone number.

**Ballot Tally:** On June 8, at 8 a.m. EDT, the printed ballots will be collected from the post office in Washington, D.C. Printed ballots must be received at the post office by that time to be counted. The online voting site will close at 8 a.m. EDT on June 8.

All AFSA members are strongly encouraged to vote in this election. Please review your options for voting and ensure that you cast your ballot in a timely manner.

Thank you for your participation! ■

## Getting the Most Out of Your Social Security

Most AFSA members now retire under the Foreign Service Pension System, for which Social Security is a major component. With the Social Security provisions of the 2015 Bipartisan Budget Act closing off some options, AFSA invited Social Security expert Ed Zurndorfer to discuss the changes, how they affect FSPS members and how to get the most out of Social Security.

More than 50 people attended the March 2 discussion at AFSA headquarters. Mr. Zurndorfer began his presentation by reminding the audience that Social Security does not only refer to the well-

known retirement benefit, but also disability, survivor and Medicare benefits.

He reviewed a number of topics, including how to calculate your retirement benefits, your choices on how and when to start receiving benefits and federal taxation of your benefits.

Following the presentation, Mr. Zurndorfer answered questions from the audience. A video of the event is available at the AFSA website, [www.afsa.org/video](http://www.afsa.org/video), and additional resources about Social Security planning and other matters of interest to our members are available from [www.afsa.org/retiree](http://www.afsa.org/retiree). ■



Social Security expert Ed Zurndorfer discusses the different types of social security benefits at the March 2 event at AFSA headquarters.

## Retiree Outreach in Action

Retired Ambassador **Lange Schermerhorn** spoke at the Goodwin House retirement community in Alexandria, Virginia in late March. Her talk, "Climate Change and Diplomacy," was enthusiastically received by the highly informed attendees, who asked numerous questions given the news that the Trump administration was about to issue an executive order on climate change. The lecture was arranged through AFSA's Speakers Bureau by retired FSO Pierre Shostal, a resident of Goodwin House.

**Allen Keiswetter**, a retired Foreign Service officer, joined members of

the Greenspring Great Decisions program in Springfield, Virginia, to discuss "Saudi Arabia in Transition." Mr. Keiswetter, a Middle East expert and frequent lecturer at AFSA Road Scholar educational programs, engaged with an inquisitive audience who had many questions about oil, Islamic extremism and the recent changes in the Saudi royal family.

Ambassador (ret.) **Michael Cotter** met with almost 50 members of the Carolina Meadows retirement community in Chapel Hill, North Carolina, to talk about dissent and the Foreign Service.

This discussion occurred shortly after heavy media coverage of a State Department dissent channel message on the president's immigration executive order, and Amb. Cotter used the opportunity to talk about the long history of dissent in the Foreign Service and why it's important to maintain that kind of conduit for opposing views.

Retired AFSA member **Tom Longo** will meet with young 4-H participants at Purdue University's extension program in West Lafayette, Indiana, in June. The focus of the discussion will be how to stay globally engaged in America's heartland.

AFSA particularly appreci-

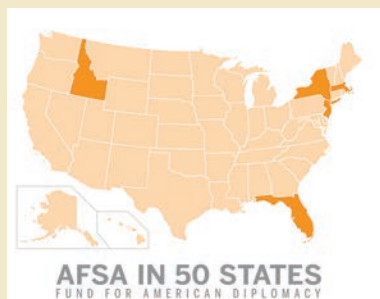
ates that Mr. Longo volunteered for this engagement, as 4-H is one of AFSA's national outreach partners, allowing us to tell the story of the Foreign Service and why diplomacy matters to an audience that often does not get the opportunity to interact with American diplomats.

If you are interested in joining the Speakers Bureau, or inviting one of our speakers to come to an event, information is available on the AFSA website, [www.afsa.org/speakers](http://www.afsa.org/speakers). Or if you are part of a retiree group and want to tell AFSA about what you are doing, contact us at [member@afsa.org](mailto:member@afsa.org). ■

—Ásgeir Sigfússon,  
Director of Communications

## Outside the Beltway: AFSA Expands Outreach Efforts

AFSA's 50 States Outreach Initiative aims to engage with our fellow citizens in each state, providing them the opportunity to interact personally with a member of the U.S. Foreign Service to gain an understanding of what diplomats do and why it matters.



AFSA President Ambassador Barbara Stephenson (third from left) meets with AFSA retiree members in Sarasota, Florida.

**Florida:** AFSA President Ambassador Barbara Stephenson visited north and central Florida in March. During the visit, she met with Foreign Service retirees in Jacksonville and with retirees in the Sarasota/Bradenton/Tampa/St. Petersburg area.

Amb. Stephenson used the opportunity to inquire about the top concerns facing Foreign Service retirees and report on the situation in Washington, D.C.

This was a great opportunity to gauge the groups' interest in participating actively in outreach efforts in Florida, in particular by teaming up with some of AFSA's strategic partners, such as Global Ties U.S. Participants were highly engaged and receptive.

AFSA wishes to thank Linda Olesen, Judy Carson and Ambassador (ret.) Samuel Hart for their assistance

and generosity in facilitating and hosting the Florida meetings.

**New Jersey and New York:** On Feb. 14-15, Amb. Stephenson visited New York City and northern New Jersey, where she spoke to 40 students at Seton Hall University—a private, Catholic university with a growing international affairs program.

During a lively Q&A session, students in the School of Diplomacy and International Affairs inquired about a range of issues related to careers in the Foreign Service.

In New York City, Amb. Stephenson touched base with State Department Diplomat in Residence Usha Pitts as part of AFSA's commitment to work closely with Diplomats in Residence and to reinforce the State Depart-

ment's efforts to recruit a diverse and capable workforce.

**Idaho:** Ambassador (ret.) Patricia Butenis was named this year's Distinguished Practitioner of International Affairs by the Martin Institute at the University of Idaho. In early February, Amb. Butenis visited UI to deliver the keynote at the Institute's Martin Forum, focusing on the challenges of representing the United States abroad.

Speakers at the Martin Forum also have the opportunity to visit classes and meet with students in informal settings on campus. The Martin Institute is dedicated to understanding the causes of war, the conditions necessary for peace and the international system.

**Massachusetts:** Retired Foreign Service Officer Larry

Mandel, with his wife Judy, spoke to a group at the Lexington, Massachusetts, public library on the topic of "Wanderlust—A Life of Travel." They spoke about life in the Foreign Service and the many challenges and opportunities afforded by a diplomatic career.

Finally, during the last week of April, AFSA hosted a Road Scholar program on diplomacy, during which 12 Foreign Service speakers lectured to 37 attendees, who came from 16 states across America, as well as from Ontario, Canada.

We invite readers to keep up with AFSA's national outreach efforts at [www.afsa.org/50states](http://www.afsa.org/50states). If you live in a state we haven't visited this year, we welcome your assistance in bringing AFSA and the Foreign Service to town!

—Ásgeir Sigfússon,  
Director of Communications

## Professional Excellence: 2016 Sinclaire Language Awards Recipients Honored

The American Foreign Service Association takes great pride in recognizing professional excellence within the Foreign Service, including the mastery and professional utilization of languages—a vital skill to acquire for a successful Foreign Service career. This year, we add 11 recipients to the list of over 300 members of the Foreign Service who have been so honored previously.

AFSA established this award program in 1982 following a generous bequest from former Foreign Service Officer Matilda W. Sinclaire, who sought “to promote and reward superior achievement by career officers of the Foreign Service...while studying one of the Category III or IV languages under the auspices of the Foreign Service Institute.”

Any career or career-conditional member of the Foreign Service from the Department of State, U.S. Agency for International Development, Foreign Commercial Service, Foreign Agricultural Service, Broadcasting Board of Governors or Animal and Plant Health Inspection Service is eligible for the award.

Recipients are selected by a committee comprised of the dean of the FSI School of Language studies (or his or her designee), an active member of AFSA and the AFSA Awards

and Plaques Committee. Each winner receives \$1,000 and a certificate of recognition.

All of this year’s recipients demonstrated extraordinary skills in their chosen language at post. Their impressive feats include participating in live television interviews in Albanian, acting as master of ceremonies in Japanese for an event at the ambassador’s residence, and conducting highly technical meetings with the ministries of finance and customs and border authority in Arabic.

We are pleased to announce the 2016 Sinclaire Award recipients:

**Gregory Aurit**, Japanese  
**Brian Corteville**, Albanian  
**Henry Yu-Hang Fung**, Mongolian  
**Jacob Glenn**, Hindi  
**Kevin O. Gonzalez**, Mandarin Chinese  
**Christopher Gooch**, Nepali  
**David H. Johnson**, Farsi  
**Mariana Neisuler**, Arabic  
**Jacob Rocca**, Japanese  
**David Wacker**, Estonian  
**James A. Waterman**, Georgian

For more information on the Sinclaire Awards, please contact AFSA Awards Coordinator Perri Green at [green@afsa.org](mailto:green@afsa.org) or (202) 719-9700, or visit [www.afsa.org/sinclaire](http://www.afsa.org/sinclaire). ■

—James Schiphorst,  
Awards Intern



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## Local Engagement in Global Affairs



AFSA/CATHERINE MANNENBERG

AFSA President Ambassador Barbara Stephenson participated in the annual meeting of Global Ties U.S., held Feb. 9-11 in Washington, D.C.

Global Ties U.S., one of AFSA's strategic partners,

coordinates more than 40,000 volunteers in 45 states. During the annual conference, representatives of Global Ties U.S. engage with Congress and underscore the value of exchange visitor

programs such as the International Visitor Leadership Program that members of the Foreign Service know so well.

In her remarks, Amb. Stephenson presented opportunities for closer collaboration between Global Ties and AFSA, with retired AFSA members in particular being ideal candidates for Global Ties boards around the country—and ideal host families for international visitors. With their deep connections to local communities, members of Global Ties are well positioned to help tell the story of the Foreign Service to the heartland of America.

On Feb. 10, Amb. Stephenson moderated a panel on citi-

zen diplomacy with Clifton L. Taulbert, a Pulitzer-nominated author, speaker, entrepreneur and activist; Anthony Shop, co-founder of the social media strategy company Social Driver; and Olive Sampson, deputy director of the U.S. Diplomacy Center.

The panel focused on the importance of local communities in tackling global problems, and on the role of local and social media networks in amplifying the reach and impact of our message encouraging continued global engagement.

At the same event, Amb. Stephenson presented the Global Ties 2017 Citizen Diplomat Award to Mr. Taulbert. ■



An audience member asks a question during the Q&A session.

AFSA/GEMMA DVORAK

*Securing Diplomacy*  
Continued from page 47

bers can see how the reports are created and used.

Staff at all posts, he said, should be able to articulate why the United States has a

presence in the host country; what the risks to mission staff within that country are; and, most importantly, why it is important that the United States maintains a presence in the host country, even if there are risks to the safety of

U.S. personnel. Risk is inherent in Foreign Service work overseas, so the goal must be to mitigate rather than eliminate risk.

He recommended that the model used in VP2—which clearly states the foreign policy benefit that must be weighed against the risk of maintaining a presence—be extended to the work of Emergency Action Committees, as they weigh operational and tactical decisions such as whether to undertake a specific trip into a high-threat area.

Mr. Starr answered questions from the audience on subjects including the importance of the Overseas

Security Advisory Council and how OSAC members in many countries worldwide can be useful contacts for political, economic and consular officers.

He also responded to questions about engaging locally employed (LE) staff overseas (he said more should be done to invest in these critical employees) and the lessons learned about risk management during the years the Foreign Service has spent in Iraq and Afghanistan.

A recording of the event is available at the AFSA website, [www.afsa.org/video](http://www.afsa.org/video). ■

—Gemma Dvorak,  
Associate Editor



## ADST Launches *FSI at 70*

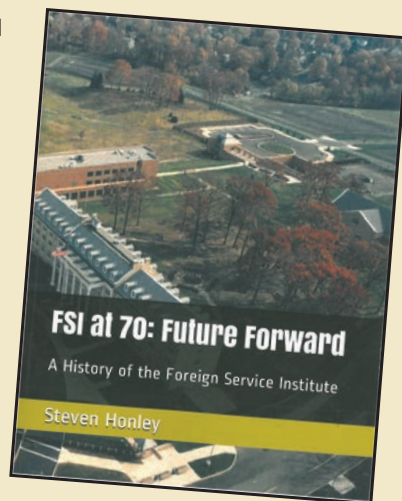
On March 9, the Association for Diplomatic Studies and Training hosted an event at AFSA's E Street headquarters building to launch a new book, *FSI at 70—Future Forward: A History of the Foreign Service Institute* (Arlington Hall Press, 2017).

The book covers the founding of FSI and its evolution as the premier institution dedicated to teaching foreign languages and diplomatic tradecraft. The book was written by former Foreign Service Officer Steven Alan Honley, the previous editor-in-chief of *The Foreign Service Journal* (2001-2014).

Philip Hughes, chairman of the ADST Board of Directors, kicked off the event, welcoming participants and thanking the various contributors to the book, as well as the Una Chapman Cox Foundation, which provided funds for the project.

Dr. Marc Ostfield, deputy director of the Foreign Service Institute, discussed the importance of the FSI program and the institute's new emphasis on immersive learning. He stated that by reviewing previous successes and lessons learned from the past 70 years, *FSI at 70: Future Forward* is a springboard to plans for the future.

Finally, author Steve Honley spoke about the process of researching and writing the book, acknowledging the contributions of ADST intern Danny Li. Mr. Honley commended FSI for "never



losing sight of its core mission, to serve those who serve around the world."

Honley also thanked AFSA for its assistance—in particular for sharing access to the full digitized *FSJ* archive, which proved invaluable. Following his presentation, Mr. Honley took questions from the audience.

*FSI at 70—Future Forward: A History of the Foreign Service Institute* is available from Amazon in both e-book and paperback formats. ■

—Gemma Dvorak,  
Associate Editor

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■ **John Albert Collins**, 86, a retired Foreign Service officer, died on Oct. 2, 2016, at Casey's Pond in Steamboat Springs, Colo., of Lewy Body Parkinson's disease.

Born in Brooklyn, N.Y., on Sept. 10, 1930, the son of Nicholas Martin Collins and Cecilia Barry Collins, Mr. Collins attended Regis High School. A graduate of St. John's University of New York City and the New York University School of Law, Mr. Collins was a member of the New York State Bar.

During the Korean conflict he served for more than three years as an officer in the United States Navy. After release from active duty in 1956 he worked for several years with the M.W. Kellogg Corporation as a buyer of industrial equipment and a systems analyst.

Mr. Collins joined the Department of State in 1961 and was commissioned as a Foreign Service officer in 1962. During a more than 20-year diplomatic career, he and his family served both overseas and in the United States.

Overseas postings included Aleppo, Stockholm, Thessaloniki and Athens. Stateside Mr. Collins served in Madison, Wis.—the first officer to serve with the governor's office, as well as in various assignments in Washington, D.C.

Mr. Collins retired from the Foreign Service in 1982, but stayed involved in government for the next 20 years. With his wife, Trudy, he worked for victims' rights and habeas corpus reform, lobbying Capitol Hill and testifying before Congress.

In 1985, the Collins' daughter, Suzanne, an accomplished member of the U.S. Marine Corps, was tragically murdered. Besides becoming spokespersons for the rights of victims, the couple established a scholarship in her honor to help Foreign Service members' children with their education.

Mr. Collins is warmly remembered by family members and his many friends as a remarkable man.

Mr. Collins was predeceased by both parents, his daughter Suzanne Marie Collins and his sister Aileen Patricia O'Shaughnessy.

He is survived by his wife of almost 60 years, Trudy A. Collins; his son, Stephen T. Collins; his younger sister, Cecilia Joyce Collins; his daughter-in-law, Theresa Cassandra Collins; and his granddaughter, Sienna Suzanne Collins; as well as numerous nephews, nieces and cousins.

Memorial contributions may be made to the Suzanne Marie Collins Perpetual Scholarship, c/o the American Foreign Service Association Scholarship Fund, 2101 E Street NW, Washington DC 20037.

■ **Lea Maria Kristiina Cristina**, 67, the wife of retired Foreign Service Officer Stephen Cristina, died suddenly on Jan. 1 in Bethesda, Md.

The daughter of Juho Kaarlo Väinö (Jussi) Jännes and Kaste-Helmi Marjatta (Pisko) Kangas, Lea Cristina grew up in Finland and subsequently lived in France, Spain and the United States.

A skilled and accomplished artist, Mrs. Cristina painted in oil, acrylic and watercolor, and sculpted in clay and paper maché, in addition to working with digital art. Her works have been shown in several countries.

Both before and after her marriage in 1976 to Stephen Cristina, Mrs. Cristina traveled extensively. She was fluent in more than 10 languages. The couple settled in New Orleans, La., where she had several professional shows.

When Mr. Cristina joined the Foreign Service in 1987, she accompanied him to Brazil, Holland, Belgium, Albania, Afghanistan and Denmark.

Wherever she was, Mrs. Cristina

helped promote understanding and cooperation between the United States and foreign countries through her abilities with foreign languages, her work in the arts and her graciousness in hosting people from different sectors of society at her home.

She instituted an art exchange between Albanian art students and Loyola University in New Orleans. In Afghanistan, where she worked for a year in the embassy's cultural affairs unit, she was responsible for putting together a well-received photo exhibit of the history of U.S.-Afghanistan diplomatic relations.

One of her most successful projects was the first exhibit of the Albanian Marubi photographs at the City Museum in Helsinki.

Family members and friends remember Mrs. Cristina as a wonderful, warm, creative and joyful mother and wife. A quiet and private person, she was also a bon vivant who loved good wine, good food, good friends and conversation, they recall. She enjoyed spending time in her garden or curling up with a good book.

Mrs. Cristina leaves behind her husband of more than 43 years, Stephen of Bethesda, Md.; two sons, Arvid (and his wife, Nancy Schmitt) and Jan (and his wife, Sanna Teräsvirta); a granddaughter, Ella; a grandson, Tyko; her brother, Jukka Jännes and his family; and many grieving family members and friends in Finland, the United States and throughout the world.

■ **David J. Fischer**, 77, a retired Foreign Service officer and former ambassador, died on Nov. 22, 2016, in San Francisco, Calif.

Born in Connecticut and raised in Minneapolis, Minn., where he attended the Blake School, Mr. Fischer graduated from Brown University in 1960 and

attended Harvard Law School. He also spent a year at the University of Vienna, which helped him develop a lifelong interest in Eastern Europe.

Mr. Fischer joined the Foreign Service in 1961. His first assignment was to U.S. Consulate General Frankfurt, where he performed consular services and perfected his already strong German language skills.

He was subsequently selected for Polish-language training and assigned to Warsaw in 1964. It was his first experience living in a communist-controlled country, but he was able to develop many good contacts and friendships, including with students and dissidents.

In 1968 Mr. Fischer was posted to Washington, D.C., where he worked in the Bureau of Intelligence and Research on Eastern European affairs. He later joined the Arms Control & Disarmament Agency and was seconded to the Strategic Arms Limitation Treaty negotiations in 1969, where he remained until completion of the agreement in 1972. He was particularly proud of being part of these and subsequent arms control efforts.

Mr. Fischer went next to Sofia as head of the political-economic section. This was followed by an “out of area” posting in Kathmandu where, among other things, he and his wife, Pam, indulged their strong interest in mountain climbing, joining at least one expedition to Mount Everest during their stay.

In 1977 he returned to arms control for the SALT II negotiations, and was then assigned to Dar es Salaam as the deputy chief of mission. As chargé d'affaires for an extended period between ambassadors, he was the key U.S. contact with Tanzania's President Julius Nyerere.

In 1982 President Ronald Reagan appointed Mr. Fischer ambassador to the Republic of the Seychelles. He was

the first resident U.S. ambassador to that country, which was particularly important to our missile-tracking program during that period.

In 1985 Ambassador Fischer returned to Washington, D.C., as director for East African affairs, responsible for 13 African countries. In that position he helped manage the massive Ethiopian famine relief effort, as well as dealing with strife in Somalia and Sudan.

He returned to Germany in 1989 as consul general in Munich, then one of our largest and most important consular posts, where he managed U.S. interests during a critical time as the Cold War faded and German reunification took shape.

Fluent in German and a skilled communicator, he had a legendary network of contacts, including Franz Josef Strauss, one of Germany's top postwar leaders. Along with his arms control efforts, Fischer considered his work in Munich to be the most satisfying of his Foreign Service career.

Amb. Fischer retired from the Foreign Service in 1990 and went to San Francisco as president of the World Affairs Council of Northern California, one of the country's most influential foreign affairs organizations. He boosted its membership substantially and hosted important speakers, including many heads of state, academic leaders and opinion-makers from around the globe.

In 1998 he took up a career in academia as a faculty member at San Francisco State University. Highly respected as a teacher, his innovative courses in arms control, intelligence and terrorism, and national security decision-making were always full.

He was a member of the Council on Foreign Relations and was awarded the Foreign Policy Association's Medal

of Highest Achievement. In 1994 he received the German Service Cross, Germany's highest civilian honor, for his contributions to U.S.-German relations.

Amb. Fischer is survived by Pamela, his wife of 55 years, who accompanied him to all his posts; his sons, Mark and Keith; daughter-in-law, Stephanie; a daughter, Anne, and son-in-law, Nathaniel Gleason, M.D.; as well as three grandsons; and a brother, Keith Fischer.

■ **Russell Frost (Rusty) Graham, 72**, a retired Foreign Service officer, died on Jan. 24 in Greenwich, Conn., after a brief illness.

Born in Norwalk, Conn., Mr. Graham attended the Hotchkiss School in Lakeville, Conn., and Beloit College in Wisconsin. He received his MBA from the University of Connecticut.

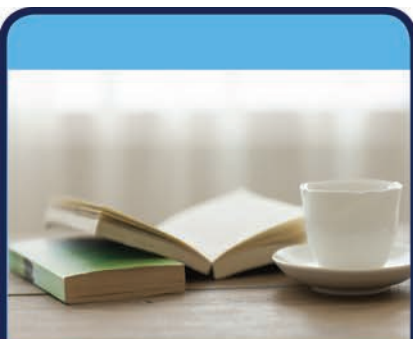
He served in the U.S. Army before joining the State Department as a Foreign Service officer in 1974. There he met his wife, fellow Foreign Service Officer Virginia Lancina Graham.

Mr. Graham served overseas in Costa Rica, Morocco, Pakistan and Peru before returning to Washington, D.C., to study at the National War College. He served at the U.S. Mission to the United Nations in New York City for the remainder of his career, retiring as minister counselor for host-country affairs in 2012.

An avid traveler, Mr. Graham is remembered as a consummate diplomat and a master storyteller. He was passionate about cartography, had an encyclopedic knowledge of the world's geography and was fluent in French and Spanish.

Mr. Graham was predeceased by his wife of 40 years, Virginia.

He is survived by his daughter, Elizabeth Graham Field (and her husband, James) of Annapolis, Md.; his son, Russell Frost Graham Jr. (and his wife, Adriane)



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of Greenwich, Conn.; four grandchildren; and his brother, Arthur Graham of East Hampton, N.Y.

Donations in his memory may be made to the Fund for American Diplomacy, AFSA, 2101 E Street NW, Washington DC 20037.

■ **Roy A. Harrell Jr.**, 81, a retired Foreign Service officer, died on Jan. 16 at Shannon Hospital in San Angelo, Texas, of pneumonia.

Mr. Harrell was born to Roy Alvin and Lucile Ingham Harrell on Jan. 9, 1936, in Fort Worth, Texas, and grew up on the Harrell family ranch south of Ozona, Texas, where he raised livestock, repaired windmills, adopted stray wildlife and enjoyed the 4-H Club and rodeos.

He was forever grateful to the Mayo Clinic in Rochester, Minn., for saving his eyesight, beginning with muscle transplant surgery at the age of 4.

After finishing the eighth grade in Ozona, Mr. Harrell transferred to the Schreiner Institute in Kerrville, Texas, and then went on to the University of Texas, where he earned degrees in economics and romance languages. He spent one semester at the University of Mexico as an exchange student.

Determined to prepare himself to work in foreign affairs, Mr. Harrell first attended Duke University Law School and then the Johns Hopkins University's School for Advanced International Studies, where he obtained his doctorate. He simultaneously pursued a master's degree in economics at American University in Washington, D.C.

In 1967 he married Charlotte Purcell of El Paso, Texas, and she accompanied him on many of his adventures during the next 50 years.

Mr. Harrell worked for the Central Intelligence Agency for a year prior to

joining the Foreign Service. He served as a Spanish-English translator during the Cuban Missile Crisis, and then joined the U.S. Agency for International Development, where he helped plan assistance projects for various African countries.

Though he traveled widely on the African continent, Mr. Harrell had permanent assignments to Guinea, Chad, Niger and Ghana. He had temporary assignments in many other countries, including Sudan, Côte d'Ivoire and Guinea-Bissau. Two highlights of his life were meetings with Albert Schweitzer in Gabon and Nelson Mandela in South Africa.

Mr. Harrell pursued many interests throughout his life. A 60-year member of Ozona Masonic Lodge, he also belonged to several other lodges, including Eastern Star. A Rotarian, he attended several Rotary International conventions. He was a lifetime member of the American Foreign Service Association and a member of DACOR. And he attended local churches wherever he lived.

In 1995 Mr. and Mrs. Harrell retired to the Harrell Ranch in Crockett County, Texas, to enjoy a more relaxed lifestyle and tend to a small herd of Texas long-horn cattle and many Boer goats, as well as a deer-hunting operation. He was the last of four generations of Harrells to own and live on this ranch.

Academia always interested Mr. Harrell. At Angelo State University he and E. James Holland, a retired dean, developed the E. James Holland-Roy A. Harrell Jr. Foreign Affairs Speakers Program, an annual event that began in 2003.

Mr. Harrell is survived by his wife, Charlotte Purcell Harrell; his daughter, Elizabeth Stuart Deal of Charlottesville, Va.; two grandchildren, Phiala Ingham Deal and Zephan Cardell Deal; many cousins; and two aunts.

Friends wishing to honor his memory

are encouraged to contribute to the Ozona United Methodist Church's "Loaves and Fishes Fund"; Mayo Clinic Foundation; Friends of the Crockett County Public Library; Angelo State University Foundation for E. James Holland-Roy A. Harrell Jr. Foreign Affairs Speakers Program Endowment, or a charity of your choice.

■ **Charles T. Magee**, 84, a retired Foreign Service officer, died on Jan. 25 in Washington, D.C.

Born on March 6, 1932, in Clifton Forge, Va., Mr. Magee received his bachelor's degree from Harvard University in 1953. After graduation and reserve officer training with the U.S. Navy at Newport, Va., he served for two years on a destroyer in the Atlantic Fleet.

Mr. Magee then elected to attend the Naval Language School at Georgetown University in Washington, D.C., becoming fluent in Russian. From 1956 to 1959, he served as a naval intelligence officer on submarines in the Pacific Fleet, and retired from the naval reserve with the rank of lieutenant commander.

In 1959 Mr. Magee married Maideh Mazda, a language teacher at the Defense Language Institute at Georgetown University.

In 1961 Mr. Magee joined the U.S. Foreign Service, where he would enjoy a distinguished 28-year diplomatic career specializing in Russian affairs. His first overseas posting was to U.S. Consulate Windsor in 1961, followed by an assignment to Paris as political-military officer in 1964.

He returned to Washington, D.C., and the Soviet desk at State in 1966. During this tour, in 1967, he had the task of escorting Svetlana Stalin into the United States. In 1968 he was detailed to the U.S. Army school at Garmisch for Russian-

language instruction and area studies training in preparation for his 1969 assignment to Moscow as a publications procurement officer and, later, a political officer.

Returning to State, Mr. Magee served as deputy director of operations in the Executive Secretariat from 1971 to 1972. After serving as officer-in-charge at the French desk from 1971 to 1974, he was posted to Paris in 1974 as chief of internal political affairs and executive assistant to the ambassador.

A posting as deputy chief of mission in Sofia in 1977 was followed by an assignment in the Bureau of Human Resources in Washington in 1980 and a tour with the Office of the Inspector General in 1982.

In 1984, Mr. Magee was posted to Leningrad as consul general. In 1986 he was detailed to San Francisco as special assistant for international affairs to Mayor Dianne Feinstein, and in 1988 he was tasked with directing Russian-language operations for the U.S. delegation conducting arms negotiations with the Soviet Union.

Mr. Magee retired from the Foreign Service in 1989 with the rank of ambassador.

In retirement, he was senior program officer with the Citizens Democracy Corps in Washington, D.C., from 1992 to 1993, and served as an international election observer for the State Department and for the Organization for Security and Cooperation in Europe until 2009.

He led election monitoring missions in Ukraine, Russia, Latvia, Azerbaijan, Georgia, the Czech Republic, Malta and Ireland.

Friends remember Mr. Magee as a wonderful raconteur and an adventurous hiker and urban walker. Attending performances at the Kirov in Leningrad enhanced his love of ballet.

Mr. Magee's wife of almost 50 years, Maideh, a distinguished linguist, a lecturer on French and Russian art and the author of a popular cookbook, *In a Persian Kitchen*, predeceased him in 2012. He is survived by their daughter, Maya, of Washington, D.C.

■ **William Michael Meserve**, 67, a retired Senior Foreign Service officer, died at his home in Arlington, Va., on Feb. 23 of metastasized colon cancer.

Mr. Meserve was born in 1949. He grew up in Gardiner, Maine, the son of two nurses. The first in his family to go to college, he attended Colby College in Waterville, Maine, where he became interested in Japan. After graduation he lived, studied and worked in Tokyo for several years.

On returning to the United States, he pursued graduate studies in Asian history and political science at Indiana University, and then studied law at Washington University in St. Louis. Midway through law school, however, he was invited to join the Foreign Service, a dream come true, and he set off for Washington, D.C.

Mr. Meserve's 30-year career as a political officer in the U.S. Foreign Service centered on Japan and China, but included extensive work in Korea, India, Indonesia, the Philippines, Mongolia, Thailand, New Zealand and Australia.

An excellent linguist, he was fluent in Japanese, proficient in Mandarin and had a strong working knowledge of Cantonese and Russian.

Mr. Meserve's many assignments included serving as political adviser to U.S. Army Pacific, an office he established and which strengthened civilian-military cooperation; minister counselor for political affairs in Tokyo; director of the Office of Taiwan Affairs; deputy director and acting direc-

tor, Office of Chinese and Mongolian Affairs; consul general in Sapporo; and deputy chief of the economic and political section at U.S. Consulate General Hong Kong during the British handover in 1997. Earlier in his career, Mr. Meserve opened the U.S. Representative Office in Nagoya.

He was the recipient of Department of State Superior Honor awards for mentoring staff, management, analysis and policy implementation.

Mr. Meserve had a tremendous love for travel, and even after retiring spent a great deal of time planning and taking trips. His ties to Maine ran deep, however, and he returned there regularly to visit.

Family members and friends remember him as a wonderful storyteller with a prodigious memory who will be greatly missed for his wit, intelligence, wide-ranging curiosity and knowledge, and his passion for living.

Survivors include his wife of 40 years, Carol Morland; and his daughters, Anna Meserve Fraser (and her husband, Kevin) and Leah Meserve-Callahan (and her husband, Dylan).

■ **Dorothy Eileen Kennedy Prince**, 100, widow of the late FSO Edward Philip Prince, died on Jan. 20 in Lewiston, Maine.

Mrs. Prince was born on Aug. 27, 1916, in Manchester, N.H. She met her husband in the summer of 1946 when she was secretary to the Foreign Service Examining Board, and he came to take the exam.

The couple married and departed for their first assignment in November 1946. They served overseas in Budapest, Montreal, Wellington, Helsinki, Dublin, Ankara and Tehran.

When Mr. Prince retired from the Foreign Service in 1973 they settled in

Tamworth, N.H. Mr. Prince died in 1980, and in 1994 Mrs. Prince moved to Maine.

Dorothy Prince is survived by her daughter, Noelle Prince Shear; and three sons, Jonathan, Anthony and Philip.

■ **Roger A. Provencher**, 93, a retired Foreign Service officer, died on Oct. 20, 2016, in Ladysmith, Va.

Born in Manchester, N.H., Mr. Provencher served in the U.S. Army during World War II, landing with the 29th Infantry Division on Omaha Beach in Normandy on June 6, 1944.

He was one of a group of three French-speaking U.S. reconnaissance soldiers who, on Aug. 21, were the first to enter Paris to meet with resistance fighters in preparation for the city's liberation.

The French government recognized Mr. Provencher's role in the liberation of Paris in 1990 in a ceremony at Paris City Hall, where the mayor awarded him the city's Medal of Honor and gave him a key to the city.

In 1949, Mr. Provencher received his bachelor's degree in French from the University of New Hampshire. He then went to Sorbonne University in Paris, where he began doctoral studies in philology.

His studies were cut short, however, when he was appointed a reserve first lieutenant and served briefly as a translator at the Nuremberg trials and then in various positions in Paris.

Mr. Provencher joined the Foreign Service in 1951. He served overseas in Germany (twice), Thailand, Italy (twice), the Belgian Congo (now the Republic of the Congo), Libya, the Central African Republic, Upper Volta (now Burkina Faso), the Soviet Union (twice), Laos and Iran.

In 1961, on special assignment between postings, he served as general

manager of Pan African Airlines based in Lagos. He served as the deputy commissioner general of the U.S. pavilion at Expo 67 in Montreal, and attended the National War College in 1970, earning his master's degree in national security.

Mr. Provencher retired from the Foreign Service as a Minister Counselor in 1978, following the death of his first wife, Josette M. Camus. He then took a position at the United Nations in Switzerland as deputy director general of the International Telecommunications Union.

He is survived by his son, Carl A. Provencher, a retired U.S. Army major; his daughter, Frances Provencher-Kambour, a retired economic adviser at USAID; two grandchildren, Christopher C. Provencher and Tiffany R. Hogan; two great-grandsons; one great-granddaughter; his sister, Lauri Provencher; and his second wife, Barazandeh Samiian.

He was predeceased in 2011 by his third wife, Mary Lou Lewis Sax, and in 2014 by his grandson Richard R. Provencher.

■ **Sherman H. Ross**, 92, a retired Foreign Service officer, died on Dec. 19 at Hospice of the Panhandle in Kearneysville, W. Va.

Mr. Ross was born in Stiltner, W. Va., on Sept. 22, 1924, the son of Kerrick (Kirk) and Vicie Napier Ross. After service in the Army Air Corps (B-17) during World War II, he married Elinor M. Stephenson, of Meridian, Miss.

Mr. Ross attended Yale University under the G.I. Bill and received his bachelor's degree in English and French in 1949. He then returned to rural West Virginia and requested to teach in a one-room school near his birthplace, like the one he had attended. For Mr. Ross, teachers had opened the door to experiencing the world, and he wanted to share the

same opportunity he had enjoyed with others.

In the mid-1950s Mr. Ross and his family moved to California, where he taught in the Fresno Unified School District. He also taught English as a second language in evening classes. He worked construction during the summer, joking that his summer job allowed him to afford to teach the rest of the year.

In 1964, he was awarded a Fulbright Scholarship to Belgium. After returning from Europe, Mr. Ross joined the U.S. Foreign Service. He served overseas in Algeria, Dahomey (now Benin), Cameroon, Côte d'Ivoire and Pakistan, along with assignments in Washington, D.C.

In addition to responsibilities as cultural affairs officer and public affairs officer, he taught as a guest instructor in host-country universities. His unassuming and genuine interest in and affection for others resulted in lifelong friendships with many people worldwide.

Mr. Ross retired from the Foreign Service in 1989, after service on the Foreign Service Grievance Board.

The Rosses moved to Shepherdstown, W. Va., in 1977. There they volunteered with Meals on Wheels, the Shepherdstown Community Club, Friends of Music, the Millbrook Orchestra and the White House. Mr. Ross was named the National Conservation Training Center's Volunteer of the Year in 2008.

Active long into retirement, Mr. Ross loved his 10 acres and his vegetable garden. In 1997, at age 73, he rode a bicycle along 1,000 km of the Loire River in France and was featured in French media as "the old man from America."

His biking tours included the North Rim of the Grand Canyon, New England and Canada, as well as the countryside surrounding Shepherdstown. The Rosses enjoyed numerous Elderhostel adven-

tures, as well as intergenerational trips with his older grandson.

Sherman Ross was preceded in death by his son, Glenn "Stephen" Stephenson Ross, and siblings Otis Ross and Betty Faye Lane.

He is survived by his wife of 70 years, Elinor; two daughters, Maylene (and her husband, R. Luther Reisbig) and Laurie (and her husband, Charles F. Wieland); grandchildren Katharine and Kerrick Reisbig, and Eleanor, Duncan and Lillian Wieland; four sisters, Flora Russell of West Virginia, Fanny Ruth Blum and Mona Sue Thornburg of California, and Sally Mae Taylor of Arizona; and many nieces and nephews.

Contributions in his memory may be made to Hospice of the Panhandle, 330 Hospice Lane, Kearneysville WV 25430 or to SAIL (Shepherdstown Area Independent Living), PO Box 209, Shepherdstown WV 25443.

■ **McKinney Hearn Russell**, 86, a retired Foreign Service officer with the U.S. Information Agency, died on Feb. 17, 2016, at The Meadow Green Home in Waltham, Mass., surrounded by his family.

The eldest of four, Mr. Russell was born and raised in Brooklyn, N.Y. The son of a linotype setter for the *Brooklyn Eagle*, he was the first in his family to attend university, graduating from Yale with a degree in Russian studies in 1950.

Mr. Russell's lifelong affinity for music began in childhood as a church chorister. At Yale, he sang in the Glee Club. He discovered an avid enthusiasm for opera, attending the Wagner Ring Cycle performances at Bayreuth.

After university, Mr. Russell served in the U.S. Army in Germany. While in Munich, he met and married Lydie Boccara, with whom he shared his life,

his passion for opera and all his Foreign Service tours of duty until her untimely death in 1998.

During the 1950s in Munich, Mr. Russell worked as a translator, reporter, editor and newsroom manager at Radio Liberty, broadcasting behind the Iron Curtain. As a special events correspondent, he accompanied Nikita Khrushchev on his 1959 visit to the United States, and then was assigned to manage the Voice of America's European and USSR broadcasts.

In his first tour as a U.S. Foreign Service officer, Mr. Russell served as cultural affairs officer in Kinshasa, accompanied by his wife and their first two children, from 1962 to 1965. He was then assigned to Moscow (1969-1971), where son Kyle was added to the family.

Mr. Russell subsequently served in Bonn (1971-1975), Rio de Janeiro (1978-1982), and both Madrid and Beijing during the 1980s. In Beijing, he achieved the rank of Minister Counselor and worked to reestablish better relations following the 1989 Tiananmen Square massacre.

In his final overseas post—as counselor of the U.S. Information Agency, that organization's senior career position—Mr. Russell set up the first American cultural centers in the newly independent (former Soviet) states during the early 1990s. Throughout his diplomatic career, he not only mastered many languages, but developed a deep cultural understanding of the countries where he served.

In 1993 Mr. Russell served as diplomat in residence at The Fletcher School of Law and Diplomacy at Tufts University. On retiring from the Foreign Service in 1994, Mr. Russell and his wife settled in Washington, D.C.

He then joined the International Research and Exchanges Commission

and served on the board of directors of the Fabergé Foundation and The George Washington University's Public Diplomacy Institute, and as president of the Public Diplomacy Council.

In retirement, Mr. Russell continued his involvement with music. He was active as a bass and helped plan the Yale Alumni Chorus' international singing tours. In 2003, his first season, they were broadcast live from the Kremlin. The group performed in South America, England, the Netherlands, South Africa, Mexico, Guatemala and, in 2010, Cuba.

Serving on the YAC board from 2003 to 2010, he taught those involved in overseas tour planning how to approach and work with the public affairs teams at the various embassies and consulates.

Mr. Russell also maintained a lifelong commitment to Camp Rising Sun, a camp in Rhinebeck, N.Y., that brings together young, inner-city Americans and youth from around the world. Russell's attendance at CRS during the 1940s was a formative experience.

Over the years, he used his contacts around the world to help facilitate the travel of young people to the camp, served on its board of directors and was always available to camp alumni and staff, attending many summer and world reunions.

Family members and friends remember Mr. Russell as a lively man of elegance, eloquence, character, warmth, wisdom, generosity and kindness. They recall his *joie de vivre*, love of the outdoors, and keen skill with languages and both word and card games.

Mr. Russell was predeceased by his wife, Lydie, and his granddaughter Sophia. He is survived by two sons, McKinney Jr. ("Ken"), and his wife Athena Koutso, of Leominster, Mass., and Kyle, and his wife Nina Manol-

son, of Somerville, Mass.; a daughter, Valerie, and her husband Neil Emmott, of Bristol, England; five grandchildren: Maia, Jeffrey, Kobi, Ruby and Alfred; one great-grandchild, Noah; and two brothers, Donald Russell of Florida and Keith Russell of California.

Memorial contributions in his name may be made to Camp Rising Sun at <http://tinyurl.com/hxu6v4r>.

■ **Barrett Krausz Stephens**, 93, wife of the late retired Foreign Service Officer Bart Nelson Stephens, died on March 13 in Lynchburg, Va.

Mrs. Stephens was born in Baltimore, Md., and graduated from Randolph-Macon Women's College in 1945 with majors in art and biology. From 1946 to 1949 she worked as a photogrammetrist at the U.S. Army Map Services in Washington, D.C.

She accompanied her husband to Foreign Service posts in Greece, Germany, Poland, Austria and Thailand from 1950 until 1982, when he retired from the Senior Foreign Service.

In embassies and consulates in these countries Mrs. Stephens supported cultural programs for which her husband was responsible and entertained foreign government and cultural leaders, often at large events. The receptions she hosted for the 110-member Pittsburgh Symphony Orchestra during its 10-day visit to Poland in 1964 were particularly memorable.

Mrs. Stephens' art background and expertise enabled her to design and decorate the interiors of many cultural centers and embassies, such as the new Amerika Haus cultural center in Nuremberg in 1957 and the ambassador's residence in Bangkok in the 1970s.

In Bangkok Mrs. Stephens also organized and presented an acclaimed

charity fashion show on the occasion of the Queen Mother's birthday in 1980.

Mrs. Stephens was an artist whose work won prizes in a 1966 Department of State exhibition. In 1967, she displayed her own work together with Polish paintings she and her husband had collected during their tour in Poland at the Lynchburg Fine Arts Center. Her paintings graced the covers of four issues of *The Foreign Service Journal*.

Mrs. Stephens was active in the Republican Lynchburg City Committee, and also served as a delegate to state conventions.

Mrs. Stephens was predeceased by her husband in 2015. Survivors include four daughters, Tracey Stephens of Nutley, N.J., Schuyler Stephens of Falls Church, Va., Holly Stephens Tunstall of Vienna, Va., Sinah Stephens Kostik of Wixom, Mich.; and five grandchildren.

■ **Anastassia Thamakas**, 86, a retired Foreign Service officer with the U.S. Information Agency, died on Nov. 18, 2016, in Alexandria, Va.

The daughter of William and Anastassia Chantiles Thamakas, Ms. Thamakas was born in the District of Columbia on June 25, 1930.

Ms. Thamakas was a pioneer in women's broadcasting, achieving the position of scheduling coordinator for Voice of America. She worked with broadcasting luminary Edward R. Murrow, as well as coordinating interviews with distinguished officials such as President Lyndon Johnson.

Soon after her retirement from USIA in early 1985, Ms. Thamakas helped start Washington News Network, the largest independent television news bureau in Washington, D.C., where she served as assignment editor.

Ms. Thamakas is survived by her



cousins, John Chantiles and Joseph Chantiles.

Memorial contributions may be made to the Alexandria Police Foundation or to Friends of the Fairfax County Animal Shelter.

■ **Harry Elstner Talbott Thayer**, 89, a retired Foreign Service officer and former ambassador, died on Jan. 21 in Washington, D.C., after a yearlong struggle following cancer treatment.

Born in Boston on Sept. 10, 1927, to Eliza Talbott and Frederick Morris Thayer, Mr. Thayer grew up in Newtown Square, Pa., at Mill Hollow, his family's home. He graduated from Haverford School in 1945 and then, at age 17, enlisted in the U.S. Navy. In 1951 he graduated from Yale University, where he majored in English and was a member of St. Anthony Hall and the Whiffenpoofs.

Mr. Thayer began his working life in New York City with Alaska Airlines, as assistant to the chairman of the board. He then worked as a copy boy and reporter at *Newsweek*, before joining the *Philadelphia Bulletin* as a night crime reporter and rewrite man.

The Army-McCarthy hearings and the capture and imprisonment in China of his college friend, U.S. intelligence officer Jack Downey, deepened a growing desire to become more engaged in world affairs and in China, in particular.

In 1956, Mr. Thayer joined the State Department as a Foreign Service officer. His first overseas post was Hong Kong, in 1957. While serving in the East Asia Bureau in Washington, D.C., from 1959 to 1961, he participated in Vice President Lyndon Johnson's first around-the-world trip in 1961.

Following two years of Mandarin language training, he was posted to the

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U.S. embassy in Taiwan in 1963 as political and commercial officer, returning to Washington again in 1966 to serve successively as Taiwan desk officer, deputy director of PRC affairs and attend the National War College.

From 1971 to 1975—the period that saw the end of the Cultural Revolution, the rise of the “Gang of Four” and the death of Mao Zedong—Mr. Thayer served as deputy political counselor at the U.S. Mission to the United Nations in New York City, and was then posted to the American Liaison Office in Beijing as deputy chief of mission under George H. W. Bush from 1975 to 1976.

In 1980, Mr. Thayer was appointed U.S. ambassador to Singapore, serving until 1984, when he was named director of the American Institute in Taiwan until 1986.

Ambassador Thayer retired from the Foreign Service in 1989 as dean of the Foreign Service Institute School of Language Studies. During a distinguished 30-year career he was recognized with the Meritorious Service Award, two Superior Honor Awards and the Distinguished Honor Award.

Amb. Thayer soon returned to the State Department as a consultant to the Office of Asylum Affairs and, later, as a reemployed annuitant, worked as a reviewer for Asia in the Freedom of Information office. He was a member of the FOIA Appeals Panel at the time of his illness and had hoped to return to work.

In retirement he volunteered with Meals on Wheels and the Community Council for the Homeless at Friendship Place. He was a member of the American Foreign Service Association, DACOR, the Far East Luncheon Group, the Washington Institute of Foreign Affairs, the C&O Canal Association and

an array of organizations in support of the environment, civil rights and human rights.

Family members and friends remember Amb. Thayer not only as a consummate diplomat, but also as a cultured and modest man with a wry sense of humor who savored the serenity of the outdoors. He took a deep interest in others and relished the accomplishments and exploits of his extended family and many friends.

Ambassador Thayer is survived by his wife, Marion Guggenheim Thayer; four children from his first marriage to Joan Pirie: Robert, Nathaniel and Margaret Thayer of Washington, D.C., and Marian Thayer Vito of West Chester, Pa.; three stepchildren from his second marriage to Edith G. Browne: Olin, Luis and Jeremy Browne; three stepchildren: Grace, Davis and Jonathan Guggenheim; five grandchildren: Amanda, Julia and John Thayer, and Nathaniel and James Vito; seven step-grandchildren; a step-great-grandson; and a sister, Marian Thayer Toland. His brothers, Frederick, Thurston and Nelson Thayer, predeceased him.

Memorial contributions may be made to the Potomac Conservancy or to the C&O Canal Association.

■ **Richard S. Thompson**, 83, a retired Foreign Service officer, died peacefully at his home in Bethesda, Md., on March 7.

Born in Spokane, Wash., in 1933, Mr. Thompson grew up in Pullman, Wash. After graduating from Washington State University in 1955, he attended Oxford University for two years as a Rhodes Scholar, followed by two years in the U.S. Army. He earned an MA in government from Georgetown University.

Mr. Thompson joined the State

Department Foreign Service in 1960. During a 27-year diplomatic career, he served in Aruba and Curaçao, Niger, Vietnam, France and Algeria, as well as in assignments at the State Department in Washington, D.C.

The highlight of his career was his three tours in Saigon. He arrived in Vietnam in January 1968, one week before the Tet offensive, which included an attack on the U.S. embassy. In 1972 and 1973, he participated in the Vietnam peace talks in Paris.

Mr. Thompson’s final tour in Vietnam ended when he was evacuated by helicopter from the embassy roof during the fall of Saigon in April 1975. His article about that experience, “Leaving Saigon: An FSO’s Last Day in Vietnam,” appeared in the April 2000 *Foreign Service Journal*.

While serving in Algiers from 1980 to 1982, Mr. Thompson supported the negotiations for the release of the American hostages in Iran.

After retiring from the Foreign Service in 1987, he worked for 12 years at the American Foreign Service Association as the professional issues coordinator and was the unofficial proofreader for each edition of *The Foreign Service Journal*.

Mr. Thompson enjoyed travel, tennis, music, walking on the towpath and spending time with family. He is survived by two sons, John of Bethesda, Md., and Alex of Columbus, Ohio; a daughter, Francesca, of Washington, D.C.; and five grand-daughters: Stella, Sophia, Lucy, Roxanne and Nina.

Donations in his memory may be made to the Albert W. Thompson Scholarship Fund at the Washington State University Foundation. ■

## World Order 2.0?

### **A World in Disarray: American Foreign Policy and the Crisis of the Old Order**

*Richard Haass, Penguin Press, 2017, \$28/hardcover, \$14.99/Kindle, 352 pages.*

REVIEWED BY STEVEN ALAN HONLEY

Rarely have I had such high hopes for a foreign policy book as this latest volume by the prolific Richard Haass, the long-time president of the Council on Foreign Relations and a diplomatic adviser to the administrations of both Presidents Bush.

Surely, I thought, if anyone has the wisdom and the government experience to explain *A World in Disarray: American Foreign Policy and the Crisis of the Old Order*, then offer practical guidance for navigating it, it is Mr. Haass.

The first part of this catchily titled book traces the history of international relations from the rise of the modern state system in the mid-17th century through the two world wars of the 20th, and on to the end of the Cold War. He covers that vast terrain expeditiously, though I daresay most Foreign Service personnel will already be familiar with the main points he makes.

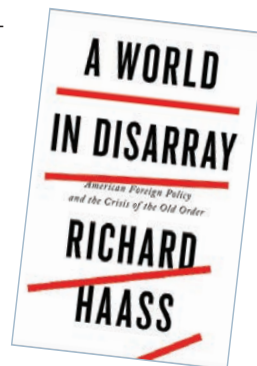
His premise is that during that long stretch of history, which in his telling feels at times like a lost golden age, “there was considerable continuity in how the world worked (think of it as World Order 1.0), even though the history itself varied dramatically, both for good and very much for ill.”

That last phrase, by the way, is about as close as Haass comes to acknowledging the heinous legacy of colonialism. (In a later chapter, he compresses the past 25 years’ worth of developments in Africa and Latin America into just three pages!) Rather, his perspective throughout the book is very much Olympian and top-

down, centered on great-power diplomacy.

Part II covers the last quarter-century, which Haass convincingly portrays as “a break with the past.” He does a workmanlike job with his summaries of major foreign policy challenges and how George H.W. Bush, Bill Clinton, George W. Bush and Barack Obama each (mis)handled them.

In Chapter 6, “Regional Realities,” for example, he dismisses the Obama administration’s entire Middle East policy as dangerously weak in most cases (Syria), too forceful in others (Israel and Palestine) or—in the case of Egypt and the Arab Spring—embodying both failings at once.



count for less. He offers the concept of “sovereign obligation” as the basis for this approach, under which each nation embraces its obligations and responsibilities, as well as its rights and protections.

It is an elegant construct, to be sure, and certainly plausible, at least in terms of multilateral diplomacy. On the bilateral front, though, particularly when Haass tries to apply it to relations with China and Russia, it comes across as minimally updated realpolitik.

Here, for instance, is his advice concerning human rights and democratization: “Focusing on their internal behavior would be unlikely to meaningfully affect it for the better, but would almost certainly affect and conceivably poison their view of the United States and the way they see their relationship.”

### **Haass calls for an updated global operating system—which he calls World Order 2.0—that reflects the reality that power is widely distributed and borders count for less.**

To back up his generally harsh assessment of U.S. foreign policy since the 9/11 attacks, Haass approvingly quotes John F. Kennedy’s warning: “There are risks and costs to a program of action. But they are far less than the long-range risks and costs of comfortable inaction.”

Yet most of the examples he adduces here, including his appropriately devastating takedown of George W. Bush’s decision to invade Iraq and the Obama administration’s Libya debacle, suggest that *more* caution, not less, is warranted when it comes to foreign interventions.

In Part III, Haass at last gives us his big reveal, calling for an updated global operating system—which he calls World Order 2.0—that reflects the reality that power is widely distributed and borders

Haass does graciously concede that “The United States can have preferences for how [China and Russia] evolve, and criticize them when they violate human rights on any scale, but it has neither the influence with them nor the luxury of placing such concerns at the center of the relationship.” Left unanswered is what good it would do then for us to express such concerns when the recipients will shrug it off—or what happens when the rest of the world follows suit.

Such shortcomings aside, I would give *A World in Disarray* high marks—if only the author had wrapped up the book here. Instead, he inexplicably felt the need to append a chapter titled “A Country in Disarray,” which he uses to urge Washington to balance the budget,

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increase defense spending and tamp down partisanship. I was frankly surprised not to find Heritage Foundation papers listed in the endnotes, because much of this chapter could have been lifted from them.

Just before the book went to press in January, Haass added a brief foreword, which concludes as follows:

“One result of the election is greater uncertainty over the future trajectory of U.S. foreign policy. As the subtitle of this book suggests, support for the old order has crumbled, the result of heightened economic anxiety at home (often associated with globalization, free trade and immigration) and growing doubts about the costs and benefits associated with what the United States has been doing abroad, including fighting several open-ended wars in the Middle East and supporting allies in Europe and Asia.

It is significant that Donald Trump, the winning candidate, called for putting America First.

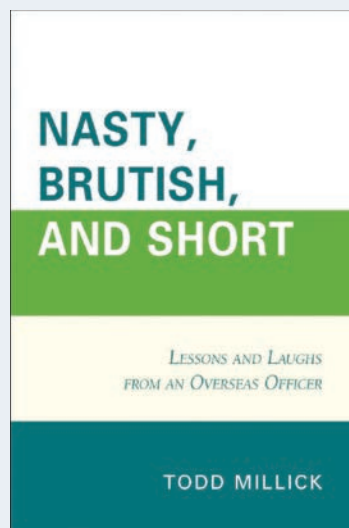
“It is, of course, impossible to know what sort of foreign policy will emerge from the United States and how other countries will react. Still, it is difficult not to take seriously the possibility that one historical era is ending and another beginning.”

With uncertainty still the dominant feature of U.S. foreign policy, let us hope that Mr. Haass’ thoughtful, reality-based recommendations will be given the consideration they deserve by the Trump administration’s national security and foreign policy team. ■

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*Steven Alan Honley, a State Department Foreign Service officer from 1985 to 1997, was editor in chief of The Foreign Service Journal from 2001 to 2014.*

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BY KEVIN CHAMBERS ■ STOCKHOLM, SWEDEN

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Two young Swedes talk beneath the giant elm trees of Kungsträdgården (King's Garden) Park in central Stockholm. The park's central location and its outdoor cafés make it one of the most popular hangouts and meeting places in the city. Built during the Middle Ages as the royal kitchen gardens, the stretch of greenery was opened to the public in the early 19th century and now hosts cultural festivals, open-air concerts and other events in summer and ice skating in winter. In the early 1970s, the "Battle of the Elms"—protests that ended the demolition of central portions of old Stockholm—took place at the site of the photo. Today, it hosts a tranquil Tea House. ■

*FSO Kevin Chambers is a commercial officer at U.S. Embassy Stockholm. He took this photo with a Sony A7R.*

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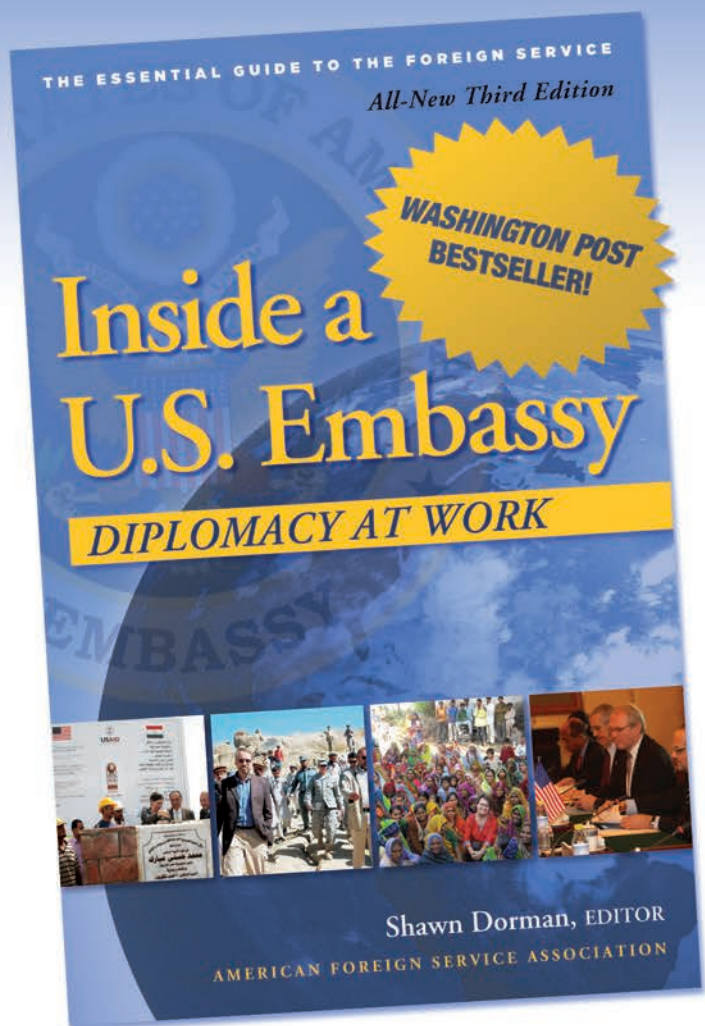
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