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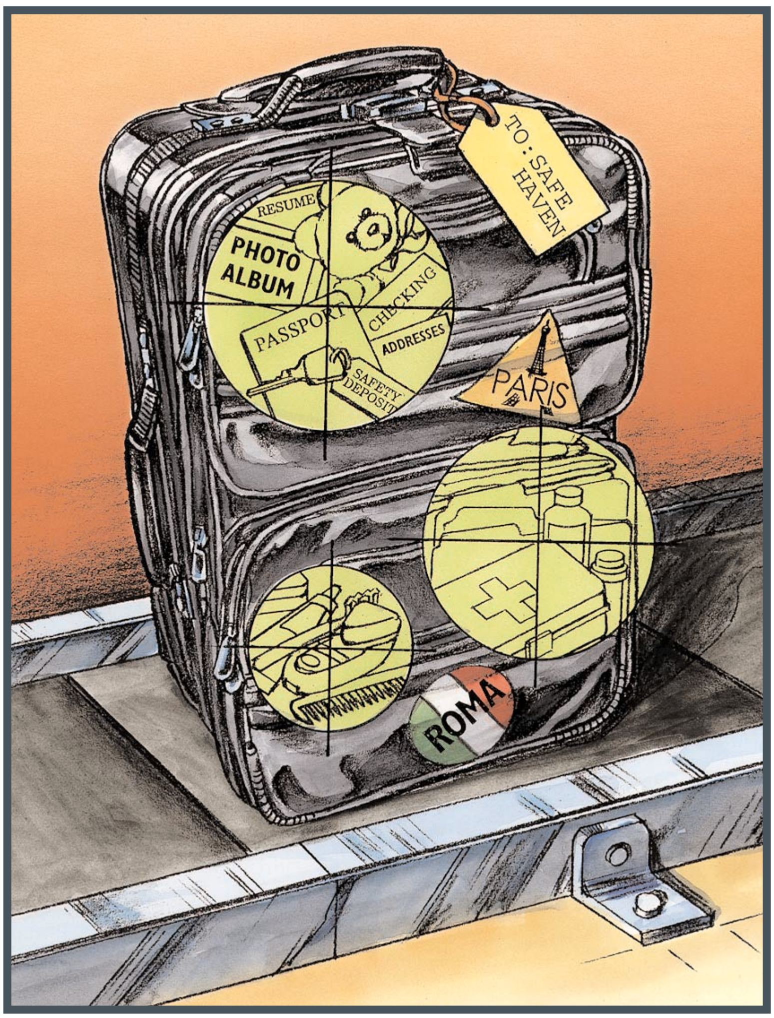

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THE MAGAZINE FOR FOREIGN AFFAIRS PROFESSIONALS

Foreign Service Journal (ISSN 0146-3543), 2101 E Street, N.W., Washington, D.C. 20037-2990 is published monthly by the American Foreign Service Association, a private, non-profit 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 e-mail. *Journal* subscription: AFSA Members - $9.50 included in annual dues; others - $40. 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. Postmaster: Send address changes to *Foreign Service Journal*, 2101 E Street N.W., Washington, D.C. 20037-2990. Indexed by Public Affairs Information Service (PAIS). The *Journal* is not responsible for unsolicited manuscripts, photos or illustrations. Advertising inquiries are invited. The appearance of advertisements herein does not imply the endorsement of the services or goods offered. FAX: (202) 338-8244 or (202) 338-6820. E-MAIL: journal@afsa.org. WEB: www.afsa.org. TELEPHONE: (202) 338-4045.

Printed in the U.S.A. Send address changes to AFSA Membership, 2101 E Street N.W., Washington, D.C. 20037-2990. Printed on 50 percent recycled paper, of which 10 percent is post-consumer waste.

PRESIDENT'S VIEWS

Our Brave Diplomats

BY JOHN K. NALAND

The Foreign Service has an image problem. White House Press Secretary Ari Fleischer, responding last year to a question about which U.S. officials would monitor a truce in a volatile region, said: "Security officials. I mean, these are not pin-striped diplomats." On Capitol Hill, when many lawmakers think about the Foreign Service, they visualize people in comfortable Western European cities instead of focusing on those serving on the front lines of the war on terrorism or in otherwise difficult places. On Main Street, most Americans either have no idea what their diplomats do or think of us as "traveling around meeting people rather than getting a lot done" (as the *Washington Post* quoted one Iowa voter two years ago).

These false stereotypes make it more difficult to convince the White House and Congress to provide the resources that the foreign affairs agencies need in order to advance America's vital national interests overseas. One sympathetic lawmaker recently told me that the foreign affairs agencies would fare better in the appropriations process if we could "repackage" the Foreign Service as a front-line organization serving in harm's way in an increasingly dangerous world.

> *The Foreign Service is a front-line organization serving in harm's way in an increasingly dangerous world.*

AFSA has been working to do exactly that in our recent public statements. For example, following the tragic murder last October of USAID Officer Laurence Foley in Jordan, almost every major U.S. print and broadcast media outlet quoted AFSA's comments highlighting the dangerous but vital work of the Foreign Service.

Secretary of State Colin Powell has also stressed this theme in congressional testimony and other public statements. For example, at a budget hearing last year, he lauded "the men and women of the State Department and the great job they're doing on the front line of offense in our national security efforts around the world. These are people who take risks, they take casualties, they are often killed regrettably in the line of duty. They are as brave and courageous as any group of men and women serving in uniform. Their families are put at risk. ... We cannot be served by a more dedicated group of professionals than we are by the men and women of our Foreign Service, our Civil Service, our technicians and our Foreign Service Nationals."

But much more could and should be done. For example, State could urge White House speech writers to add 12 words to the president's next major address in order to cite "the men and women of our diplomatic corps stationed around the globe" after his standard salute to our soldiers, sailors, airmen, and Marines. Secretary Powell could add his byline to a *Parade* magazine cover article telling Mr. and Mrs. America about the work of our diplomats around the globe. The possibilities are endless if State were to undertake a concerted campaign to promote a better public appreciation of the important but difficult work done by America's diplomats.

While it would be wise for State to go on the public relations offensive, it is imperative that State do better defending itself from unfair criticism. For example, State won the behind-the-scene's legislative struggle last summer to retain the visa adjudication function but lost ground in the public eye by waiting for weeks before responding to published reports questioning the professionalism of consular officers.

As always, AFSA will continue to work to educate Americans on the role of the Foreign Service. We would welcome others taking a more active role in that effort. ■

John K. Naland is the president of the American Foreign Service Association.

LETTERS

A Role Model

With the death of Roy Atherton on Oct. 30, 2001, we lost one of the truly great officers of the United States Foreign Service. In light of his unique role in the crafting and negotiation of the Camp David accords, we also lost one of the best professional assets we had at any time in the history of efforts to bring peace to the Middle East.

Roy and I served together in Calcutta 40 years ago, and although we never had a common posting after that, our families stayed in close touch over the years. In addition to being a close personal friend, Roy was also a remarkable Foreign Service officer, one whose model I endeavored to follow.

In developing the article that the *FSJ* published for me in October (Palestine — The Problem and the Prospect), I discussed the issues with Roy during a visit to his retirement home in Collington, Md., and we even talked about the article the day before he went into Sibley Hospital for surgery.

Roy never stopped thinking clearly, cogently and fairly about Middle East issues. It touched me deeply that in a time of personal crisis he was still alert to opportunities for advancing possible solutions to the problem. He said he very much appreciated my article and said that the statements and recommendations were "right on target." When I told him that I was receiving a great deal of criticism from friends of Israel, he said that of course I would take heat from hard-line Israelis and their supporters, but they needed to read and think about what I was saying. We shared the thought that given the great disparity in wealth and power between the Israelis and the Palestinians, fairness is a great deal more important than even-handedness, because most of what must be done to improve the situation must be done by Israel.

Friends and professional colleagues who knew Roy and his contributions quite well said at the memorial service for him that his death was the end of an era. But the era does not have to end. Roy left us an excellent model of the qualities good officers must have, as well as a superb example of what we should expect from our best. As Secretary Powell recruits to rebuild the Service to meet a demanding future, he will not find a better model for the next generation of officers than the one provided by Roy Atherton.

Terrell E. Arnold
Minister-Counselor, retired
Washington, D.C.

No Scarecrow

David Jones' Speaking Out column in the December *Journal* notes that an FSO sent an e-mail to a colleague this past summer describing Rep. Ben Gilman, R-N.Y., as someone who "had no brain, like the Scarecrow in the Wizard of Oz."

Rep. Gilman was my congressman for half of my adult life. He will always be known to his constituents as astute, hard-working — and responsive.

I have to wonder how smart was the author of that e-mail?

David Casavis
U.S. Department of Commerce

Where Has She Been?

Senator Patty Murray recently said the U.S. should be "building stuff" to improve the lives of Third World children as, she says, Osama bin Laden has been doing. What does she think thousands of young (and old) Peace Corps Volunteers have been doing for the past 40 years? And doesn't she realize that we're also still the world's biggest aid donor?

Our ambasssador in Guatemala, to whom I was economic counselor, asked me to oversee Peace Corps work in that country, so I can tell you first-hand about the enthusiastic efforts of the 45 volunteers there. They were an impressive bunch of people — including a 70-year-old retired schoolmarm. They built wells, installed fish pools, built schoolhouses and mother-child welfare centers, among many other projects.

Maybe we're just not tooting our own horn loud enough. Or maybe, beyond bombing some bad guys, our own legislators don't know enough about their own government's affirmative activities around the world.

David B. Timmins
FSO, retired
Salt Lake City, Utah

Helping Central Asia

In the November issue of the *FSJ*, Alex Rasizade's article, "The Specter of A New 'Great Game' in Central Asia" proposed three challenges for the U.S., including "promotion of meaningful economic development" and "staying engaged in the region for the long haul." As for economic development, however, Rasizade questions the choice of large infrastructure projects as proposed at the Tokyo conference in January 2002, or a "Marshall Plan" approach. The focus, he said, should be on small businesses and village-level agriculture.

Having had long-term experience as a USAID employee (including stints as USAID director for Uganda and Tanzania) and as a State Department assistant secretary during the Carter administration, I agree with Rasizade's challenges to the U.S. I also agree that a "Marshall Plan" approach to aiding Central Asia has little validity. In postwar Europe, the scientists, skilled technicians, financiers, entrepreneurs, etc., though battered, were nonetheless in place and, when they were assisted with U.S. capital, the economic recovery was spectacular. In Central Asia, on the other hand, such an economic base is lacking, so creating one must be part and parcel of the nation-building process.

My real doubt about Rasizade's ideas and USAID's development projects, however, is their limited hold on nation-building. For example, who is to foster improvement in village-level agriculture, and with villages numbering in the thousands, what will be the measure of success? But my greatest concern is with USAID's emphasis on humanitarian and construction projects as its main approach to nation-building. Although such projects are indeed necessary, initially they represent a financial cost.

For success, foreign assistance to Central Asia must continue until host countries can generate their own skills, revenue and foreign exchange (no matter how long). Otherwise, as past U.S. aid efforts show, if economic support is underbudgeted, and biased toward projects with limited economic growth potential, the long-term outcome will not be nation-building, but continuing economic stagnation, acres of rusty and broken-down foreign equipment, abandoned laboratories and classrooms, impassable rural roads, and counter-charges of who is to blame.

Vernon C. Johnson
USAID, retired
Silver Spring, Md.

The "Great Game" Revisited

I enjoyed reading Alec Rasizade's article, "The Specter of a New 'Great Game' in Central Asia" in the November *FSJ*, but his misuse of the word "coined" in his opening paragraph might mislead readers who are not familiar with the history of "the Great Game." In fact, Rudyard Kipling did not originate that term, but merely popularized it. The phrase was actually coined by Captain Arthur Conolly of the 6th Bengal Native Light Cavalry. Nor were Kipling and Conolly even contemporaries; Captain Conolly, a Great Game player himself, died in 1842, while Kipling was born in 1865.

Historian Peter Hopkirk, in his book *The Great Game*, details the executions by beheading of Captain Conolly and Colonel Charles Stoddart, both British Army officers, in the great square of Bokhara, in June 1842. As Hopkirk states in his prologue: "Ironically, it was Conolly himself who had first coined the phrase 'the Great Game,' although it was Kipling who was to immortalize it many years later in his novel *Kim*." Later in the book, Hopkirk notes that Conolly "first coined this memorable phrase in a letter to a friend."

Pamela J. Anderson
Dhaka, Bangladesh

Not Only Christians

As I was stationed in Islamabad at the time of the attack on the Protestant International Church, I read with some interest the article by Jonathan Addleton in the November *FSJ* ("Reflections on the Church Attack in Islamabad"). I find it noteworthy that the article focuses on attacks on Christian institutions (churches, schools, hospitals). While it is certainly true that they were attacked, perhaps had Mr. Addleton not made his reflections from afar he would have also included mention of attacks on other institutions, some notable ones being Shia and Sunni mosques that were attacked presumably as part of the factional infighting that persists in Pakistan and the region.

Just a fortnight before the attack on the PIC, some attackers entered a Shia mosque in Rawalpindi (just down the road) and gunned down a number of people. And one only need say "Gujarat" to bring to mind the mass violence Hindus and Muslims in neighboring India continue to inflict on each other.

Though Christian and other "Western" institutions have received a lot of attention lately, it may be more objective to remember that such attention has been paid to other sectors of Pakistani society for a while. Though the Western community often does not pay a lot of attention to local affairs in many countries, putting our ear to the ground once in a while may help us to put things in better perspective. I hope that we can see the attack on the PIC in a broader context of both ongoing strife in Pakistan and the wider region, in which our foes directly or indirectly influence people of many stripes to take action against

U.S. and Western targets of opportunity.

Major Karson Snyder
U.S. Army
Amman, Jordan

A Curious Omission

In "Palestine: The Problem and the Prospect" (October *FSJ*), Terrell Arnold purports to lay out the concerns of the various players, but then proceeds to single out for challenge just one whose defensibility he finds lacking (surprise! It is Israel). It is curious that in an article of this length, no mention was made of the historic Camp David meetings of September 2000, when the George McGovern of Israel, Ehud Barak, said yes to the Palestinian positions identified by Mr. Arnold. Not being ready to take yes for an answer, Mr. Arafat took time from his awkward departure to coldly predict the tragic result of his decision to not negotiate in good faith.

Dan Berman
FSO, Foreign Agriculture Service
Washington, D.C.

The Sabra/Shatilla Massacres

In Arnie Schifferdecker's review (September *FSJ*) of John Boykin's book on Ambassador Philip Habib's diplomacy in Beirut, *Cursed Is the Peacemaker*, he writes, "Shortly thereafter, Sharon and his Phalangist allies covered themselves in shame through their invasion of West Beirut and wanton murders of hundreds of innocent Palestinian civilians in the Sabra and Shatilla refugee camps."

The Kahan Commission set up by the Israeli government to examine the Sabra/Shatilla massacre concluded that "the defense minister made a grave mistake when he ignored the danger of acts of revenge and bloodshed by the Phalangists against the population in the refugee camps. These blunders constitute non-fulfilment of a duty with which [Sharon] was charged."

The commission recommended that Sharon resign as defense minister, which he did.

The Kahan Commission was very clear on one important point relevant to the review, however: "We have no doubt that no conspiracy or plot was entered into between anyone from the Israeli political echelon or from the military echelon in the IDF and the Phalangists, with the aim of perpetrating atrocities in the camps. The decision to have the Phalangists enter the camps was taken with the aim of preventing further losses in the war in Lebanon; to accede to the pressure of public opinion in Israel, which was angry that the Phalangists, who were reaping the fruits of the war, were taking no part in it; and to take advantage of the Phalangists' professional service and their skills in identifying terrorists and in discovering arms caches. No intention existed on the part of any Israeli element to harm the non-combatant population in the camps ... "

While a judgment of indirect responsibility for the massacres is no small matter, it falls far short of proven culpability for "wanton murder."

The Kahan Commission was, as far as I am aware, the only independent commission of inquiry ever to look into the massacres in a systematic and thorough manner and to assign blame. It would be appropriate for the Lebanese and Syrian governments to set up independent commissions of inquiry to assign direct responsibility for the Sabra/Shatilla killings and other, even larger, massacres in the Lebanon of that era. But I suspect that we will have to await successor regimes to those currently in place before anyone dares to turn those particular rocks over.

Kenneth A. Stammerman
FSO, retired
Louisville, Ky. ■

@fsa

CYBERNOTES

How They View Us: The Riddle of Culture

After the hand-wringing and plaintive "Why do they hate us?" in the wake of the Sept. 11 terrorist attacks, the results of a carefully designed and executed study of the attitudes and beliefs held by teenagers in 12 countries give food for thought. The most negative attitudes toward the U.S. are held by the average 17-year-old in Saudi Arabia and Bahrain, hardly a surprise. But that third and fourth place in the anti-American league belong to teenagers in South Korea and Mexico, respectively, may give pause. In fact, in every country but Argentina, attitudes were consistently negative toward Americans as people.

Titled "The Next Generation's Image of Americans," the preliminary report on the research by Margaret and Melvin DeFleur, professors in the College of Communication at Boston University, is available online (**www.bu.edu/news/releases/2002/defleur/report.pdf**). Since March 2002, about 1,400 teenagers in 12 different countries — Saudi Arabia, Bahrain, South Korea, Mexico, China, Spain, Taiwan, Dominican Republic, Pakistan, Nigeria, Italy and Argentina — were surveyed by the DeFleurs. Their aim was to contribute to an understanding of the ways in which the next generation in the countries studied regard Americans, to identify the many sources from which their views are formed, and formulate, if possible, any strategies useful in reshaping those views.

Interestingly, the profiles of beliefs

Site of the Month: "Exploratorium"

"We don't ask ourselves where languages come from because they just seem to be there: French in France, English in England, Chinese in China, Japanese in Japan, and so forth. Yet if we go back only a few thousand years, none of these languages were spoken in their respective countries, and indeed none of these languages existed anywhere in the world. Where did they all come from?" This is the simple yet tantalizing lead to an exploration of the origins of language presented by *Exploratorium* magazine that is authoritative yet accessible to both young and old, and presented online in an appealing and user-friendly format.

Exploratorium Magazine Online is just one part of the award-winning Web site of the Exploratorium (**www.exploratorium.edu**), the California-based museum of science, art and human perception founded in 1969 by physicist Frank Oppenheimer, and since 1991 steered by Dr. Goéry Delacôte, a French scientist and science educator.

The Exploratorium's mission is to create a culture of learning through innovative environments, programs and tools that help people nurture their curiosity about the world around them. Online since 1993, the Exploratorium was one of the first science museums to build a site on the World Wide Web. The *Exploratorium* site includes more than 12,000 Web pages and many sound and video files, exploring hundreds of different topics, and currently serves 17 million visitors per year — nearly 20 times the number of actual visitors to San Francisco's landmark Palace of Fine Arts where the museum is housed.

Several things make this Web site unique. First, the combination of range and quality in both content and technical/artistic delivery is remarkable. Numerous subjects, from cooking to sunspots and the science of baseball, are explored in a lively and memorable way. As *Exploratorium* explains, "Many of the resources on our Web site are examples of very simple uses of information technology, but thoughtfully implemented. For example, the site contains instructions for over 500 simple experiments, all of which may be viewed on any type of Web browser, with even the slowest connection, and easily printed out." But the site designers have also made use of some of the most sophisticated technologies to demonstrate certain phenomena in a variety of online exhibits.

Second, the site is as inviting to an adult as it is to a middle-schooler. Apart from the pure enjoyment of knowledge-gobbling, the latter will find extensive resource materials and ideas for school projects and homework assignments — whether in online activities and exhibits, the online magazine, the science news webcasts, or from *Exploratorium*'s 10 cool sites of the month and related links. Teachers, too, have an unusual resource here, with an "Educate" section containing carefully chosen tools for teaching and a direct path to other pages of particular interest to teachers on the site.

CYBERNOTES

about Americans varied considerably from country to country, indicating, as the report states, "that the dimensions and bases for negative attitudes were by no means the same in each — and would be difficult to change through any uniform communication strategy." The report's "Summary of Findings" reviews this in detail.

The survey questionnaires were translated into the relevant languages and carefully constructed to elicit attitudes toward the characteristics, values and behavior of Americans as people (not the government, its policies or actions). Additional questions measured, among other things, the influence of depictions of Americans in movies and television programming on each subject's beliefs. Access to the teenagers was gained through personal ties with high school teachers and administrators in each country, bypassing government authorities and reaching middle and lower-middle class youth.

In an interview with Robert Nolan of the Foreign Policy Association, featured at the FPA Web site (**www.fpa.org**), Melvin DeFleur discusses the results. Some of the negative attitudes clearly come from adults, DeFleur says, "but an amazingly important second source is our pop-culture, media and entertainment products" — which the teenagers love! The impression movies make is exemplified by the foreign student who is fearful of walking down the street in the U.S. because he believes gunfire from police and bad guys might erupt at any moment. "We sent a copy of our report to the Screenwriters Guild in California," DeFleur adds, "and after holding a special meeting on this, they mockingly titled the report: 'We Hate You, But Please Send Us Baywatch.'" It is a curious love-hate phenomenon that points to the dilemmas of culture and how it operates.

DeFleur doesn't see a role for the government in changing this. "I don't think the State Department can produce rap music. That's ridiculous," he says. "The Soviet Union used to do the same kind of thing, making films about heroic tractor drivers plowing the fields for the benefit of humanity." But he does suggest that organizations like the Voice of America could provide movie reviews, so that audiences in foreign countries "can hear a critique that points out what is realistic and what is nonsense."

In a detailed discussion of how to interpret the results of the study that occupies the last half of their report, the DeFleurs present a thoughtful discussion of how beliefs are formed, and a provocative history of the evolution of American culture.

We're not saying what we might or might not do [about North Korea]. We think it's best to try to use diplomacy. We have to keep in mind the concerns and interests of our allies in the region. ... This is the time for the international community to come together.

— Secretary of State Colin Powell, Dec. 29, 2002, on ABC-TV's "This Week with George Stephanopolous," *www.state.gov*

50 Years Ago

Once a real evil has got its start in the world it cannot be overcome without great striving, great travail and suffering. There will be much grief. The evil will continue until the price of its defeat has been paid, at last, in devoted effort, in pain and anguish. This is the only way evil has ever been dealt with in the world, and it should cause us no bitterness.

— Dean Acheson, from "Remarks of Dean Acheson at the Foreign Service Association Luncheon," *FSJ*, Feb. 1953.

Iraq in the Cross Hairs

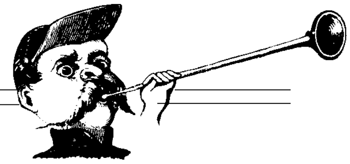
Whether or when the new year's new round of decision-making on Iraq results in an invasion and military overthrow of Saddam Hussein, that nation is sure to continue to figure among the top U.S. foreign affairs concerns well into 2003. There are a number of resources available on line to provide the information and background to stay current with this issue, and the larger Near East chessboard of which Iraq is a piece.

Before the close of 2002, the Carnegie Endowment for International Peace launched “Crisis in Iraq” — a comprehensive new online resource accessible from the Carnegie home page (**www.ciep.org**), with news, analysis and information on Iraq. The Web page features “Iraq: An Alternative Approach,” a detailed discussion of the policy of “coercive inspections” that Carnegie proposes as a middle road between do-nothingism and a rush to war. Also featured are “current news,” with user-friendly links to the latest on Iraq from three major U.S. dailies; and “key resources,” with links to salient U.N., U.S., and British documents, fact sheets and congressional hearings. This Web page is updated daily.

An MSNBC News special report, “Oil, the Other Iraq War” (**www.msnbc.com/news/IRAQOIL_Front.asp**) provides insight into one very important aspect of the geopolitical dimensions of the Iraq issue: Iraq sits on the second largest reserve of oil in the world. This Web site features several interactive backgrounders, full of facts but highly capsulized, on how the U.S., Russia and Saudi Arabia view Baghdad, an overview of Iraq’s energy picture (including the international investors behind its resurgence as an oil power), a primer on oil production and use, and cursory historical background on Iraq’s conflict with the world.

For an exhaustive look at the issue, there is the University of Michigan’s online Documents Center (**www.lib.umich.edu/govdocs/iraqwar.html**). Here, in “Iraq War Debate — 2002,” one can find annotated links to documents and information on threat assessments, military issues, the political aftermath of war (featuring all the various Iraqi interest groups), U.S. interest groups (including prominent individuals’ speeches on Iraq, public opinion polls on the subject, and war opposition groups), and much more.

For a broader look at developments and policy issues in the region, the Brookings Institution’s Saban Center for Middle East Policy (**www.brook.edu/dybdocroot/fp/saban/sabancenter_hp.htm**) has up-to-date analysis and links to other resources. The Heritage Foundation has a Middle East research program (**www.heritage.org/Research/MiddleEast/index.cfm**), as does the Hudson Institute (**http://mes.hudson.org/index.cfm**). The Rand Corporation’s Center for Middle East Public Policy Web site (**www.rand.org/nsrd/cmepp**) also has an extensive listing of its studies and research publications. ■



SPEAKING OUT

Ambassadors and Post Morale: The Most Critical Element

BY TIBOR P. NAGY JR.

More than ever before, it is crucial for the Department of State to retain productive employees to do its work. Yet today's employees are no longer as hesitant — as those of us who entered the Foreign Service 20 or 30 years back — to curtail their tours, or even resign, if they are severely dissatisfied with their working or living conditions. This, combined with the fact that it is already difficult to staff many overseas posts — especially those in the 20- and 25-percent differential categories — means that post morale is a major factor in determining whether a post functions well, or is simply dysfunctional.

Having served as deputy to eight chiefs of mission — political appointees as well as career diplomats — I have experienced first-hand how an ambassador's attitude and approach are most responsible for promoting or destroying post morale. So here is my own short list of basic "don'ts" and "do's" for COMs:

Don'ts

"Let them eat cake." The time for imperial ambassadors is long over. While proper protocol has its place, and the Foreign Service remains a hierarchical organization, COMs can no longer treat staff as emperors did their subjects. I'll never forget one November when an ambassador's spouse marched into the commissary and bought every turkey right before Thanksgiving — even though turkeys were not available anywhere else in the country, and the commissary had special-ordered them months in advance for each employee. To forestall a mutiny, I had to explain to the COM why the turkeys had to go back. But it never should have happened at all.

More than ever, the level of morale affects every facet of mission performance and community life.

Humiliate anyone in public. Some ambassadors seem to relish dressing down subordinates in public, even though it is the worst way to motivate an employee. Such a reputation also makes staffing the post difficult, hurting mission performance long after the COM has left. (It also can motivate JOs to leave the Foreign Service.) Conversely, constructive criticism is an essential component to improve subordinates' performance, help them mature, and prepare them for management responsibilities. This can best be accomplished in private, without emotion or rancor, and at an appropriate time. One of the best management principles I've learned was from my first supervisor 30 years back: "If you need to chew someone out, don't do it on a Friday and ruin their weekend; wait till Monday."

Ignore problem employees. The reality is that posts have serious personnel issues from time to time. Regrettably, some employees seem to consider their main function to be making life miserable for everyone else. Occasionally, there are agency and section heads whose conduct or competence is seriously wanting. Such cases cannot be ignored. While corrective action should proceed through the chain of command, such cases may eventually come to the COM. When they do, the ambassador must act, whether the situation is resolved through the employee's (or family's) departure or a less severe remedy.

Ignore the American community. Like it or not, the COM is viewed by the local American citizen community as its mayor. Some ambassadors forget that the Foreign Service was historically established to protect American citizens (not to foster relations with country X). In this regard, I've worked for ambassadors who have focused all of their attention and energy on the host country, and ignored their own compatriots (whether they were businesspeople, missionaries, or NGO employees). When this happens, word spreads quickly, both within the community and back to the U.S. This is most unfortunate, since local Americans react positively to even minimal "hand-holding." Periodic "town meetings" and smaller sessions with the business community and other groups of Americans will help keep the COM in touch with their concerns. If the community is too large, the ambassador should meet periodically with the American citizen wardens.

Ignore the support staff. Ambassadors who treat "non-substantive" officers as second-class citizens do the department a great disservice. A critical element of successfully operating a mission is promoting a sense of common purpose. This only comes when every employee — from first-tour junior officers to senior counselors — understands the key U.S. goals and objectives in the country. In this regard, I have found it useful to make one country team meeting each month open to all Americans with a security clearance.

Ignore the junior officers. While Deputy Chiefs of Mission have primary responsibility for JO development, it does both sides a world of good for ambassadors to have direct contact as well. At smaller posts I've conducted one-on-one sessions; at larger posts I've met with them in groups — but in all cases the exchanges have been worthwhile and eye-opening. Their perspective — on "work" in general as well as on working in the Foreign Service — is a dose of reality which senior management must understand.

Do's

Meet everyone at post as soon as possible. Even at large posts, there are ways to get everyone to meet the new COM quickly. What my wife and I have done is to plan (through the DCM) to host a reception at the residence for the American staff (and adult family members) within a few days after our arrival. The consular section can also arrange a "town meeting" for all resident American citizens in advance. Meeting the Foreign Service Nationals in a group during the first week is also essential. This covers all constituencies, allowing all personnel to make up their own minds about the new "mayor" instead of relying on hearsay.

Like it or not, the chief of mission is viewed by the local American citizen community as its mayor.

Learn people's names — and how to pronounce them. This doesn't mean just American employees and family members, but local ones, too. Although this task is obviously easier at smaller embassies, making the effort works wonders. Conversely, I have seen FSNs and American supervisors cringe at award ceremonies when the ambassador hands out awards for "superior service" but butchers the recipients' names. What should have been a morale booster becomes a morale buster instead.

Know where each agency and section is. I've worked for ambassadors who never bothered to learn where the Information Management Office was, for example. It makes sense for every COM shortly after arriving to visit each section and agency to meet with the chief, greet all the employees, and see first-hand their working environment. Ditto for the U.S.-sponsored school, warehouse, commissary, recreation center, etc. A COM should visit at least once every facility over which he or she has authority.

Schedule regular face time with each organization. Briefing notes and cable copies are fine, and country team meetings are also important. But to truly know what each part of the mission is doing, it's important to have regularly scheduled sessions with agency and section heads, either one-on-one or in small groups.

Be visible. Eating lunch in the embassy canteen at least once a week can do wonders for post morale — especially if you do not sit only with the DCM and select senior officers. I have learned more from such exchanges than from many formal meetings. Showing up occasionally at Marine House functions is another must.

Get involved in community events. Another duty of the "mayor" is participating in the community's Halloween "trick-or-treating," the Thanksgiving program; USMC Ball, the July 4th picnic; etc. An especially critical role for the COM is to be available when tragedy strikes the mission, the community, or our nation and to play a prominent part in memorial services and flag ceremonies. In this regard, the CLO and the Marine detachment are vital resources for organizing community functions and need the active support of the front office.

Reveal idiosyncrasies. We all have them, and it's fair to let our staff know what they are up front. (For example, I'm visceral about starting meetings on time and clean desks.) Such disclosure makes for much smoother working relations and avoids misunderstandings.

Give public accolades. While we can't get every deserving employee promoted, we can make sure they all get an award. (And by "employee," I mean all categories: U.S. direct hire, local, contract, etc.) I have found that two interagency award ceremonies per year work best — with at least one held at the ambassador's residence. Local FSN retirees should also be invited to these ceremonies to send the message that they are still part of the "family."

Encourage staff to "have a life."

Workaholism is unhealthy for individuals, families and organizations; it is more a sign of poor organizational and prioritization skills than dedication. I have worked for COMs who expected everyone to practically live at the office, while others chased us out to go have some fun. Not only was morale much better under the second type, but more productive work was accomplished. (Work really does expand to fill the time available.) This means employees, especially at hardship posts, should be encouraged to take their full R&R, home leave, etc. One encouraging trend is that Generation X and Y employees believe it important to balance their lives between work, family and recreation. Accordingly, ambassadors who abuse their employees' time will find their best talent leaving, and very little will get done.

There is an old Foreign Service adage: "Ambassadors look up, while DCMs look down." In other words, the ambassador should handle the substantive landscape and cultivate relations with the host country, while the deputy deals with "mundane" management issues. This was never good advice but it is complete nonsense now. It simply doesn't work.

More than ever, the level of morale affects every facet of mission performance and community life. And it is the ambassador's responsibility to work ceaselessly to make it as high as possible. ■

Ambassador Tibor Nagy recently concluded his tour as chief of mission in Ethiopia and is currently the Diplomat-in-Residence at the University of Oklahoma. Among many other assignments since entering the Foreign Service in 1978, he served previously as ambassador to Guinea, and deputy chief of mission in the Seychelles, Togo, Cameroon and Nigeria.

Editor's Introduction

Diplomats in Danger Zones

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Diplomacy has long been a dangerous profession, to put it mildly. But perhaps never has that been truer than in the post-Sept. 11 environment. With anti-Americanism on the rise, and a real possibility, as we go to press, that we may soon be fighting Iraq (and perhaps North Korea) in addition to al-Qaida and its supporters around the globe, even hitherto placid posts are experiencing a new sense of fragility and vulnerability.

Accordingly, it seems especially appropriate for this issue of the *Journal* to focus on how the Foreign Service is coping, professionally and personally, with the growing uncertainties of what may someday come to be known as the "Era of Evacuations."

Associate Editor Susan Maitra leads off our coverage by going behind the scenes of the State Department's Operations Center. As she reports, whether the Ops Center is responding to a natural disaster, a breakdown in security, or a terrorist attack, it is indeed "State's Nerve Center for Crisis Response" (p. 17).

When conditions in a country deteriorate, it may be necessary to evacuate Americans, both private citizens and those at post. *Journal* Business Manager Mikkela Thompson explains how such determinations are made and implemented in "Evacuations 101" (p. 21). While CA's Barbara Ensslin details the Consular Affairs Bureau's role in "Responding to Crises Abroad" (p. 25), an interview with Faye Barnes, director of State's Family Liaison Office, explores FLO's role as "Point of Contact for Employees & Families" (p. 36).

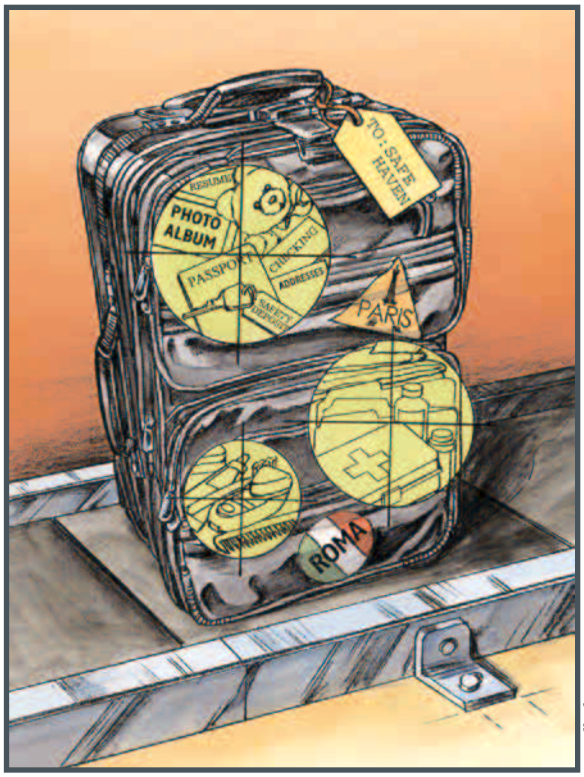
Turning to some case studies, we offer side-by-side accounts of the 1998 evacuation from Guinea-Bissau. Ambassador Peggy Blackford tells us about the embassy's role in rescuing Americans caught up in "A Coup in Guinea-Bissau" (p. 30), while watch officer Raymond Blackwell — whose first post had been Bissau — gives us the Ops Center perspective (p. 31). Remaining in Africa, we also offer an account of the last year's Cote d'Ivoire evacuation by Peace Corps Country Director Kristi Ragan (p. 39) and "Lessons Learned in the 1991 Zaire Evacuation," as compiled by USAID FSO Linda Gregory (p. 44) .

Last, but certainly not least, we are proud to present a roundup of vignettes (p. 49) contributed by Foreign Service personnel and their families, in response to our appeal for stories of life in danger zones and evacuations. These run the gamut from lessons learned (and not) to humorous anecdotes and more poignant memories. In fact, we received so many responses that we will run more next month.

— Steven Alan Honley, Editor

Focus on Danger Zones

Ops: State's Nerve Center for Crisis Response



Russell Charpentier

In the Operations Center, the Watch and Crisis Management Support units work in tandem to play the central role in crisis management for State.

By Susan Maitra

On the morning of Sept. 11, 2001, the Watch in the Executive Secretariat's Operations Center beat everyone in the U.S. — including CNN — to the facts of what was occurring at the World Trade Center. Even before the major media began publicly speculating about crop dusters and unusual wind currents, the Watch knew that a commercial jet had deliberately flown into the tower. A former Ops Center employee, who happened to be working in the second tower, saw that first plane hit. He immediately called the Ops Center, identified himself, and reported exactly what he had seen: a commercial jet drove into the tower, and there was no question of the plane being out of control.

Then he hung up the phone and ran down more than 50 flights of stairs to safety.

The Watch alerted Executive Secretary Maura Harty and Secretary Powell's party in Lima immediately, and followed up when the second attack made it clear to all that it was terrorism. Harty convened the initial task force, the first of what would be five separate task forces set up over the next month to manage the State Department's response to the terrorist attack.

This bit of recent history points to the importance of the otherwise little-known and often underestimated Operations Center in the State Department.

Command and Control

The Operations Center, consisting of the Watch and the Crisis Management Support unit, is the nerve center of the Executive Secretariat, which was established in 1947 by Secretary of State George C. Marshall. The former general sorely missed the tightly coordinated conduct of affairs that characterized his military command experiences. The secretariat proved critical to organizing decision-making at State as the U.S. emerged as a superpower and principal guarantor of the peace following World War II. At that time, the amount of time secretaries of State spent abroad rose dramatically and the department workforce expanded from 1,128 in 1940 to 9,000 by 1950.

The Watch and CMS work in tandem to play the central role in crisis management for the department. They constitute a command-and-control system for the secretary of State and his or her principals: tracking breaking international developments with an eye for events of immediate concern to the U.S. or potential crises, and then organizing and supporting the response at the appropriate level, coordinating both within the department and with the inter-agency community.

Staffed 24 x 7 by a team of five to seven individuals, the Watch is a small group with a large responsibility. Part of the Watch's work is fulfilling the mandate of Presidential Directive 27, which charges the Department of State with "coordinating the government-wide decision-making process for all non-military incidents with foreign affairs implications." The Watch alerts and briefs department principals on relevant immediate, breaking developments. Twice a day (at 0530 and 1530, local time wherever the secretary is, so not exactly on 12-hour cycles), and more often when a crisis erupts, the Watch produces a one-page brief of up-to-the-minute happenings around the world. Watch officers are in touch with embassy personnel around the world to keep abreast of breaking events.

The Watch also arranges telephone calls for the secretary and deputy secretary and other department principals with senior U.S. officials and foreign leaders — including setting up the calls, and then monitoring and accurately transcribing those made to foreign leaders for the historical record — and maintains communications support for department principals when they are traveling. The Watch processes and distributes highly sensitive cables (the computerized AMADS system distributes routine precedence cables with no intervention needed by the Watch) between Washington and the overseas posts. It helps establish task forces and monitoring groups, and prepares briefing documents, logs and memoranda for the secretary and his or her deputies.

Crisis Advisor

The Crisis Management Support office is the "crisis advisor" for State's senior officials. CMS officers, who work regular hours but are on call round the clock to launch task forces or undertake other crisis management tasks, focus on crisis monitoring, contingency planning, task force support, evacuation coordination, and training.

By contrast with the Watch, which gathers and relays information to department principals on breaking events of potential consequence, CMS looks ahead and forecasts potential trouble spots, bringing them to the attention of the policy-making audience. CMS reviews broadcast media, Internet news sources and LiveWire as well as the Watch products and e-mail and incoming cable traffic. To determine whether a tenuous situation constitutes a crisis, CMS seeks out the relevant department experts — the post management officer, a country desk officer, an officer in the Overseas Citizens Services office in the Bureau of Consular Affairs, the Bureau of Intelligence and Research or, perhaps, the Bureau of Diplomatic Security's Office of Intelligence and Threat Analysis. CMS produces weekly reports and spot reports on significant developments.

CMS identifies posts that may want to consider a mission drawdown because of a critical security and/or political situation, and sends heads-up cables providing guidance on steps to take before a crisis reaches the evacuation stage. If a mission drawdown is requested, CMS assists the

Susan Maitra is Associate Editor of the Journal.

post and the bureau's post management officer with the paperwork needed to process an evacuation request and will review the document for clearance before it is submitted to the under secretary for management. The CMS also convenes meetings of the interagency Washington Liaison Group, works with the Bureau of Administration to coordinate evacuation and transportation assistance and also serves as the point of contact with the Department of Defense for any military-assisted evacuation operations.

The task force set-up allows all stakeholders in the crisis response to communicate directly and continuously.

CMS maintains the repository of up-to-date Emergency Action Plans and other crisis management materials, as well as the F-77 Report of Potential Evacuees from each post. These are the basic documents used in planning evacuations and preparing for other emergencies.

Enter the Task Force

Many evacuations are managed effectively at the bureau level, but when a crisis warrants round-the-clock attention from one or more bureaus and agencies, a crisis monitoring group or task force may be set up in the Ops Center. A monitoring group is set up for every shuttle launch, as a precaution should the rocket malfunction and send the payload spiraling off course — a potential diplomatic incident if not a disaster. Natural disasters may also prompt establishment of a task force.

The development of a tiered structure for the task forces has enhanced preparedness and flexibility. Depending on the nature and scope of the crisis and the level of impact on the resident official and private American communities, a smaller-scale monitoring group may be convened instead of a task force, which is generally reserved for a full-blown crisis necessitating the involvement of a number of different entities and requiring decision-making by department principals.

The Ops Center has three different task force rooms outfitted with computers and communications infrastructure, in addition to secure-area meeting rooms. Should a crisis warrant additional task force workspace, the executive secretary can activate additional rooms. CMS works closely with task force directors and coordinators before and during the actual convening of a task force to provide them with the resources and support required to carry out their work — including training on the various roles of the task force members, use of computer and audio/visual equipment, production of the log and situation reports, and providing resources such as the F-77 Reports, post emergency action plans, maps, etc.

The task force, which is led by the regional bureau at the deputy assistant secretary or principal deputy assistant secretary level, serves as the fulcrum of information-gathering, supporting both department principals and the overseas mission, and providing regular situation reports to the secretary and department principals. Representatives from other bureaus and outside agencies are invited to participate — long-term task forces often rely also on the service of retirees. Consular Affairs always participates, for there is always an American citizen component. When the private American citizen component of a crisis exceeds the capacity of the CA representative on the primary task force to manage, CA forms a separate consular task force in a dedicated task force room in the Ops Center. This set-up allows all stakeholders in the department's response to a given crisis to communicate directly and continuously — a terrific enhancement to efficiency.

Depending on the crisis, the Diplomatic Security, Public Affairs, Counterterrorism, Political-Military, and Medical Bureaus, the Family Liaison Office, the Peace Corps, and USAID are also frequent participants, each with a dedicated computer workstation at the task force table. If there are many casualties in a given situation, Human Resources' Office of Overseas Casualty Assistance may also be at the table.

Boosting Preparedness

According to Valerie Crites, Deputy Director for Crisis Management, the 1985 Mexican earthquake was a turning point in the department's approach to crisis management. Given the number of Americans resident in the region, the earthquake required a tremendous response by the department. The task force did not have adequate phones or computers to handle the quantity of calls and information coming in. The communication equipment was upgraded, and is now kept current as technology evolves.

CMS puts great emphasis on training and the availability of information to enhance the department's crisis response. Circulation of the Watch's twice-daily products and CMS's weekly report of potential crises, "CMS Is

Watching…" has been expanded, and training for the geographic and functional bureaus, and other agencies, such as the Peace Corps, for task-force deployment has been stepped up, particularly since the events of Sept. 11.

In the 15 months since September 2001, CMS trained nearly 800 department personnel, compared to approximately 450 personnel trained in the 20 months between January 2000 and September 2001. Trainees become familiar with the role of the Executive Secretariat and the Ops Center, are walked through the different aspects of task force work, and get an overview of the roles and responsibilities of task force participants. CMS trains the appropriate personnel for specific roles on a task force, such as the logger, who keeps the official record of the task force, and the deputy coordinator, who writes the situation report. CMS also conducts regular training for bureau post management officers on how to draft evacuation documents and the procedures for clearing them. This training prepares individuals to jump into task force work, and spreads crisis-awareness more generally.

After a review of the August 1998 terrorist bombings of Embassies Nairobi and Dar es Salaam, the Task Force Exercise program was revived in March 1999. This program, the domestic counterpart of the overseas Crisis Management Exercise program conducted at posts, is conducted by the Foreign Service Institute's Crisis Management Training Team in the School of Leadership and Management. The program is specifically designed to build department expertise in dealing with mass casualty/mass destruction incidents. Task Force Exercises for each regional bureau are organized in coordination with CMS, and conducted in one of the Ops Center task force rooms, three to four times a year.

FSI and CMS are continually working to refine the learning goals, scenarios and methodologies of the TFX program. CMS also works closely with FSI's crisis management trainers in the development and implementation of the CME program for overseas posts. CMS program officers regularly participate in CMEs overseas, representing the Ops Center and bringing the department perspective to the table as posts consider their crisis response plans and procedures. ■

EVACUATIONS 101

Russell Charpentier

NO MATTER THE LOCATION, THE NUMBER OF AMERICANS, OR THE TYPE OF CRISIS, THE GROUND RULES FOR EVACUATING EMBASSY PERSONNEL ARE BASICALLY THE SAME.

BY MIKKELA THOMPSON

For employees of Embassy Caracas, the Christmas holidays were a jumble of suitcases, hotel rooms and uncertainty, as post upgraded from authorized to ordered departure on Dec. 20, 2002. The list of posts that have been evacuated or drawn down since the Sept. 11, 2001, attacks is a long one, encompassing posts as diverse as Islamabad, Abidjan, Sanaa and Jakarta, to name but a few. In just the last six months of 2002, there have been three monitoring groups set up in the Ops Center for post drawdowns. At this writing, there are five posts under ordered departure.

Some of these facilities were closed or downsized for just a few days or weeks, while others have been operating for months with minimal staffing and no dependents. Yet no matter where an embassy or consulate is located, how many official (and private) Americans are there, or the nature of the crisis underlying the decision to evacuate personnel, the ground rules are basically the same.

Of course, some posts are inherently more prone to evacuation and closure than others. For example, our embassy and three consulates in Pakistan have been evacuated twice recently: first after the Sept. 11, 2001, attacks and then in March 2002 following the Protestant International Church bombing and other terrorist acts. In the first case, the decision to draw down staffing was slow in coming, perhaps reflecting reluctance to remove families from what had traditionally been one of the more comfortable, family-friendly posts in the region (thanks largely to good schools) as well as uncertainties surrounding the full extent of al-Qaida's reach and the perceived need to show confidence in President Pervez Musharraf's regime by maintaining a strong U.S. presence.

When the under secretary for management approves the evacuation status, the "180-day clock" starts ticking.

But in the latter crisis (which occurred only a short time after families were allowed to return to Pakistan), the "reaction from the 7th floor was swift and profound," according to one evacuee who asked not to be identified. Almost as soon as U.S. Ambassador Wendy Chamberlin recommended authorized departure, the department approved it, and quickly upgraded to ordered evacuation.

The Basic Drill

As that example suggests, the initiative for requesting a drawdown in staffing or a complete evacuation comes from the chief of mission, based on reporting and recommendations from the country team. Such a request generally cites a number of "trip wires," such as demonstrations, tank movements, and credible threats received by mail or phone. In some cases, State may send monitors to investigate the situation before deciding whether to evacuate; for example, the Diplomatic Security Bureau may send extra regional security officers to assess the danger posed by mob violence.

There are two different categories of evacuation status: "authorized departure" and "ordered departure/ordered evacuation." An authorized departure permits "non-essential" or "non-emergency" employees and all family members the option of departing from post; this gives the chief of mission greater flexibility and avoids any negative connotation that might be attached to use of the term "evacuation." Under an "ordered evacuation" all family members and all except "emergency" employees must leave post.

Once the chief of mission sends in the request for evacuation status — for either "authorized" or "ordered" departure of personnel — the regional bureau is responsible for drafting a decision memo for the under secretary of management's signature. This memo contains an "effective date" reflecting the severity of the crisis in the host country, and is accompanied by press guidance, an instructional cable to the field and a general travel warning. The regional bureau can push the memo if they feel strongly about it, but must clear it with all affected bureaus. There can even be split memos, reflecting different policy priorities within different parts of State; for example, there may be concern that reducing the U.S. presence in a volatile country may signal a lack of confidence in the host government that could have larger repercussions. Such disagreement is rare but does happen.

When the under secretary approves the evacuation status, the "180-day clock" starts ticking. The evacuation status is reviewed every 30 days by the under secretary for management, up to a maximum of 180 days. The subsistence expense allowance is available to evacuees during that period. (Domestic partners and other "members of household" are not considered "eligible family members" and do not receive any official assistance with evacuations.) According to the Standardized Regulations, an employee must be returned to the post of assignment or reassigned to another post not later than 180 days after the evacuation order has been issued. During the evacuation period employees are expected to be available for temporary assignments within the department or elsewhere, and these assignments are handled by the regional bureau.

After 180 days, if the security situation looks like it won't improve, the department may elect to further downsize or even close the post, though such a drastic move is rare. More commonly, it is designated an "unaccompanied" post

Mikkela Thompson is the Journal*'s Business Manager.*

and tours are reduced to one year. Significantly, one of the recent additions to the Family Liaison Office list of evacuation resources is titled, "Long Distance Relationships and Separated Tours: When Couples Live Apart."

Vive la Différence?

According to one recent evacuee, the authorized departure category should be abolished outright because it just adds more chaos and contention to what is already an inherently stressful situation. In this FSO's view, leaving it up to posts to identify how many, and which, people will leave "voluntarily" not only puts pressure on "non-essential" employees who do not want to leave their colleagues, it also leaves some staff feeling that their jobs are seen as less important, which can hurt morale — a problem that a change of usage from "essential" to "emergency" has not alleviated.

This officer also points out that the department sometimes applies pressure to get posts to send as many people home as possible, so that what is supposed to be an authorized, voluntary departure is actually an ordered one. As a result, the process can end up being a numbers game, in which Washington may force the embassy to cut all sections by the same proportion to achieve an arbitrary staffing ceiling even if that leaves them too weak to do their jobs.

Based on the chief of mission's recommendation, non-essential employees and eligible family members can be evacuated anywhere, either back to the U.S. or to a regional "safe haven." Each employee identifies his or her safe haven — an alternate place of residence in the event of an evacuation — in advance, based on personal and family considerations. Problems may arise, however, with safe havens other than the continental U.S., because in that case the evacuee has no diplomatic accreditation and sometimes must arrive without a visa. Evacuees returning to Washington are greeted by staff from the Family Liaison Office at the airport, where they receive the information "Welcome" packet, with advice and crucial contact information. FLO also holds town meetings and maintains regular e-mail contact with evacuated employees for the duration of the evacuation.

"Children Home from the War"

The State Department may be quite efficient at evacuating Foreign Service personnel, but what happens to them upon their return to Washington is often much less organized.

Of course, the very fact that evacuees are theoretically only going to be away from post for 30 days complicates the task of what to do with them. All evacuees are encouraged to consult their career development counselors to explore their options. However, it is the regional bureau that decides whether the returnees work for the task force, are given temporary jobs somewhere in the bureau (or occasionally in another part of the building), or are sent out to another post to cover staffing gaps. (Support staff are particularly likely to be sent back overseas.) Other options are for them to enroll in training courses or to take annual or sick leave. They may also take R&R or home leave, though that can cause additional administrative headaches.

Each bureau is basically free to "recycle" evacuees as it sees fit, though there is a general recognition that the employees are, as one personnel officer described it, "children home from the war" and therefore need special handling to minimize the disruption and stress they are already experiencing. However, it seems clear that some bureaus make more of an effort than others to match temporary duties to what the employees were doing in the field, or at least to find them substantive responsibilities rather than "make-work." The degree to which evacuees' preferences are taken into account in the process also varies.

For example, Consular Affairs (appropriately enough) enjoys a reputation for "taking care of their own." And the assignments officer for one geographic bureau (who asked not to be identified) finds jobs for the returned evacuees by e-mailing every office and post to find out what type of skills and experience they need and then matching officers to those specs.

The timing of the evacuation also plays a role in determining what happens to returnees. If they are near the end of their tour (the transfer cycle begins in May) then they may be given a bridge assignment or go early to their next post. Or if employees have special skills, such as hard languages, they can be reassigned to fill a gap.

Wherever the employees work, the bureau post management officer will generally take care of their time-and-attendance cards and other administrative support; however, some posts insist on retaining responsibility for those functions even though the employee is physically in Washington.

Marking Time

Initially, being evacuated can actually be nice in some respects. Compared to the grueling days they were likely working at post because of the crisis, some evacuees enjoy having a regular schedule and reconnecting with families, friends and colleagues. And being back in the department even temporarily gives officers a chance to network and work on lining up an onward assignment. This is particularly true when the crisis passes and everyone is able to go back to post after the initial 30 days.

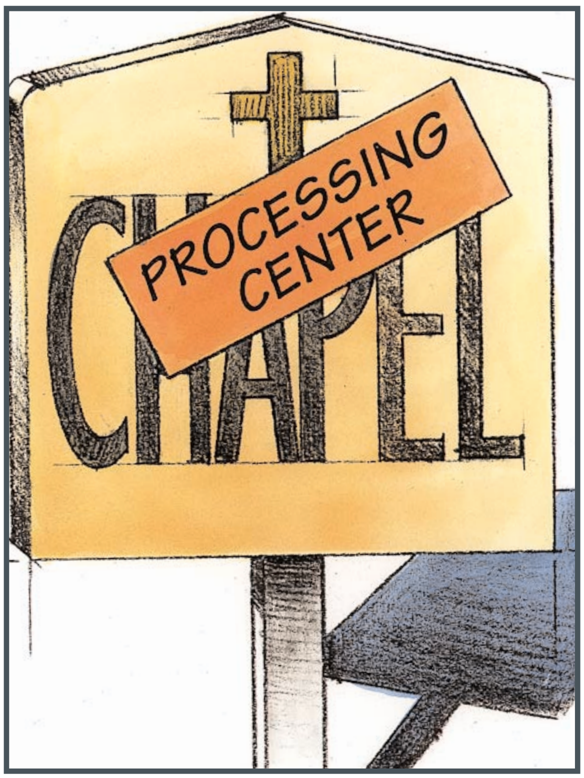
But if it doesn't, the novelty of being Stateside can rapidly wear off. As one official acknowledges, "It doesn't help to keep people in limbo. They need to return to a stable professional position. The family needs a stable environment, too."

During the evacuation period, some allowance is made for officers to "swap" if one needs to leave post for 30 days, with an evacuee returning to give a colleague the opportunity to decompress. However, this is not always a smooth process. For example, one member of a tandem couple who had returned to Washington with their young daughter was sent a cable instructing her to return to post for 30 days. As happy as she was at the prospect of rejoining her husband, she was dismayed that their child was not even acknowledged on her travel orders. As she put it, "Was I supposed to abandon her?!" Accordingly, while she was willing to die for her country, the FSO refused to return to post without her daughter, thereby putting her career at risk and prolonging the separation from her husband.

At the same time, it should be noted that some officers (particularly single ones) are eager to accept a temporary assignment to a danger post to advance their careers.

Being prepared is undoubtedly the best way to minimize the disruptiveness of an evacuation. The FLO Web page, at http://state.gov/m/dghr/flo/c1991.htm, contains an extensive list of very helpful documents, links and contact information. But no matter how well-prepared you are, an evacuation is neither pretty nor easy. In general, it seems that State does a reasonably good job of minimizing the stress both for employees and their families. However, effective employment of officers during their time in limbo needs more attention. ■

RESPONDING TO CRISES ABROAD: THE CONSULAR AFFAIRS ROLE



Russell Charpentier

CONSULAR OFFICERS TRAIN AND PARTICIPATE IN CRISIS MANAGEMENT EXERCISES. BUT NOTHING CAN PREPARE THEM FOR SOME THINGS THEY WILL FACE, AS THESE STORIES SHOW.

BY BARBARA ENSSLIN

American schoolchildren are trapped in a politically torn West African country amid chaos and bloodshed. Savage bombings at two popular nightclubs in Asia leave an unknown number of Americans dead or injured. Rebels storm a Moscow theater and hold the audience hostage — including an unknown number of American tourists. Plane crashes, earthquakes, hurricanes and floods. Americans are caught daily in danger zones beyond our shores. They may be your parents, children, relatives or friends.

Not simply headlines in the morning news, these scenarios have become a chilling reality to the many Foreign

Service and Civil Service consular officers of the Department of State who are called upon to deal with mass casualty, crisis, and rescue operations. Every year, approximately one thousand Foreign Service consular officers, along with their Civil Service and Foreign National counterparts, issue seven million passports, six million visas, and provide consular services for some four million Americans residing abroad, and for millions of American travelers. These same consular officers also cope with plane crashes, hijackings, natural disasters, civil disorders, and political unrest. They take disaster preparedness training, and participate in crisis management exercises, but nothing can prepare them for some of the things they will face, as these stories of consular officers at work during the recent crises in Indonesia and Cote d'Ivoire underline.

CA tapped specialized victim funding resources in DOJ to expand the scope of U.S. government assistance to American victims and their families.

Bali: 20 Days and a Lifetime

The 20 days Tom Daniels, a first-tour consular officer assigned to the U.S. consulate in Surabaya, spent in Bali, Indonesia, changed his life forever. Shortly after midnight on Sunday, Oct. 13, 2002, powerful boms exploded at the popular Sari Club in Denpasar, Bali, killing 183 people and injuring 326 others. More would die from their injuries over the next few days. Among the dead were seven Americans.

The Department of State immediately updated its Indonesia travel warning to include information about the terrorist attacks, warning Americans to depart Indonesia, and urging others to defer travel there. Within a few short hours, the department also set into motion a full-scale operation in Washington D.C. to support rescue efforts, and to provide consular services to American citizen victims and their families. The Counsular Affairs Bureau activated the Office of Overseas Citizens Services Call Center to respond to general information calls from the public around the clock. The Call Center handled over 1,500 calls within the first few days of the crisis. As part of the crisis monitoring group in the Ops Center, CA established Task Force 2 to deal with public inquiries from friends and relatives, public officials, media and other interested groups. The consular officers working round the clock in Washington provided a continuous lifeline to the officers in the field who were coping with the crisis. Meanwhile, Embassy Jakarta began to evacuate official Americans.

Thousands of miles from Washington and a lifetime of experience away, Tom Daniels confronted the aftereffects of the bombing in the most direct way imaginable. He was searching for dead and injured Americans among the rubble and devastation, assisting relatives of American citizens presumed dead or missing, and dealing with Indonesian authorities, Congressional inquirers and the public.

Early Sunday morning, Tom received a call from Phil Antweiler, the consul general in Surabaya, advising him of the bombing. Soon, Tom was in the office, coordinating efforts to have the American casualties, who needed treatment, medically evacuated to Singapore or Australia. He returned home about 10 p.m. to work with Task Force 2 in Washington for most of the night, compiling missing persons lists and trying to find out which Americans had been injured but not yet evacuated.

On Monday, Oct. 14, Tom left Surabaya for Bali on the first flight, accompanied by one consular assistant, to organize the search efforts for missing American citizens. Bali Consular Agent Andy Toth, three FSN employees,

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Barbara Ensslin is a consular officer in the Office of Overseas Citizens Services in Washington, who was sent on temporary duty to Abidjan to help deal with the crisis. She began her Foreign Service career in 1992, and has served overseas in Berlin, Toronto and Tunis. She has served as special assistant to the Director General and as consular desk officer for both the European and Near East and South Asia divisions in the Office of American Citizens Services and Crisis Management Support Unit in Washington. This article was written with contributions from Abidjan TDY consular officer Deborah Sisbarro; consular officer in Surabaya, Indonesia, Tom Daniels; and consular officers in the Bureau of Consular Affairs; Overseas Citizens Services Office: Africa ACS Division Chief Jack Markey, staff members Stuart Denyer and Bonita Harris, and East Asia/Pacific ACS Division Chief Suzanne Lawrence.

and American personnel from Embassy Jakarta, Assistant Regional Security Officer Timothy Dumas and Consular Officer Danielle Garbe, assisted Tom in the post-bombing efforts in Bali.

On Tuesday morning Tom executed the first Consular Report of Death for a resident American woman. Tuesday afternoon, he visited Sanglah Hospital Morgue for the first time. He was struck by the bomb's devastation. There were no cold storage containers and most of the dead were lined up in body bags on the grass and on the sidewalk behind the morgue. Other bodies had been taken inside the morgue for examination. It was impossible for him to count them. Although Tom had seen bodies in the "no man's land" of Bosnia, nothing had prepared him for this. He began the search for more Americans among the dead.

By the end of the week another American victim was identified. Tom had spent dozens of hours finding her, identifying the body, processing for her release from the morgue, and staying with her father while she was cremated. He grew very close to the American victim's father in those few days as he watched him suffer the pains of mourning. The week had also brought Tom close to five other families who called or e-mailed trying to learn the status of their loved ones, presumed dead. Concurrently Linda McFadyen and Kerry Holmes-DeHaven, Tom's counterparts in the East Asia Pacific Division of American Citizens Services, maintained daily contact with the families of the victims.

The Emotional Toll

After the second week in Bali, psychiatrists from Main State and the Regional Medical Officer began calling Tom regularly, concerned about Tom's and others' exposure to the blood and carnage. In Washington, Linda, Kerry and their colleagues could also feel the emotional toll. They worked around the clock talking to the devastated families. Tom says he was too exhausted to be kept up by the graphic and vivid images of the bodies and the destruction, but he did lose sleep when he took the endless rounds of calls from the victims' families and from colleagues in the Bureau of Consular Affairs. These calls normally came between 9 p.m. and 12 a.m., every night. Tom says he came to expect them, and also to depend on them, calling Linda and Kerry his "true counselors." He shared with them the progress of the day, and they shared together their hopes for the next.

In addition to the support of consular officers from Washington, CA tapped specialized victim funding resources in the Justice Department to significantly expand the scope of U.S. government assistance to American victims and their families, and is now working with DOJ to ensure a coordinated, rapid response to the needs of future victims of terrorism overseas. CA persuaded the DOJ 's Office for Victims of Crime to activate the International Terrorism Victim Compensation Program, authorized by Congress in 2000 but not implemented until now. The ITVCP was created to compensate U.S. citizen victims of terrorism overseas for expenses such as medical treatment, mental health, loss of support, funerals, and burials. CA also worked with the FBI's Office of Victim Assistance and with state crime victim compensation programs to obtain emergency assistance. CA arranged funds to pay the cost of returning the remains of the U.S. citizens killed in Bali as well as to pay for hotel bills and meals for the family of one Bali burn victim.

Tom Daniels will forever be connected to the victims and their families, and to Bali. Despite the long hours and newfound sense of vulnerability to terrorism, Tom, formerly an attorney, says: "This is why I joined the Foreign Service — to make a difference. I knew that anyone could file divorces and bankruptcies, but not everyone could really make a difference in the world unless they were willing to sacrifice a little. I would not trade these last 20 days in Bali for anything. These days are as formative to me as the year I spent in Bosnia with the Army. In Bosnia I was just another sergeant; here I was the U.S. diplomat on the scene. I was the person to whom the desperate turned for help. This was why I came to Indonesia — I have no doubt."

Facing the Fire in Cote d'Ivoire

A month earlier, I myself and another group of consular officers had been tested in Cote d'Ivoire. Consular officer Deborah Sisbarro had just arrived in Abidjan and was completing the second week of a relatively normal temporary duty stint to fill a staffing gap. Her husband and baby were in the U.S., so she stayed busy processing Diversity Visa applications — for the worldwide immigrant visa lottery conducted annually — by day and catching up on leisure reading at night in her small apartment near the embassy. On Sept. 18, 2002, she went to bed thinking about the looming DV deadline and about how her mystery novel would turn out.

Deborah woke up at 3:30 a.m. to radio reports from the embassy of explosions and machine-gun fire in various parts of the city. The area near her apartment was relatively quiet, except for about 15 minutes of gunfire, which was enough to cause her to gather up her sheets and radio and try to sleep in the hall, away from the windows. But she heard report after report of gunfire in the residential areas where many of the American employees lived. At 4:30 a.m. the Regional Security Officer came over the internal radio with his announcement/warning; the first thing that flashed through her head was the words "No Double Standard." The U.S. government's "no double standard" policy governs the dissemination of threat information on any matter concerning the safety and security of Americans traveling or residing abroad to *all* Americans, not just U.S. government employees and their families. Deborah requested permission to leave the apartment so she could begin carrying out one of the most vital responsibilities of any consular officer: the protection of American citizens overseas — in this case the 3,000 private American residents and visitors in Cote d'Ivoire.

Deborah woke up at 3:30 a.m. to radio reports from the embassy of explosions and machine gunfire in various parts of the city.

Having spent barely two weeks on the ground, Abidjan's sole consular officer was not familiar with the embassy's American citizen warden system, a system that varies from post to post but is designed to disseminate messages to the American community as quickly and as broadly as possible. The consular associate who normally managed the warden system was on Rest & Recuperation travel. Fortunately, American Consular Assistant Sharon Belding had an old list of wardens with her at home. With active fire in the background, Sharon offered to contact American wardens in Abidjan. Deborah placed a quick call through the State Department Operations Center to a reassuring consular duty officer in Washington, then attempted to reach all the American wardens outside the city — many of whom she would come to know well during the arduous days ahead. The first warden she tried to reach had left the country, and the next one had resigned in July; despite these setbacks they persisted and contacted as many people as they could. Through these conversations, it became apparent that the two greatest areas of concern were the rebel-held towns of Bouake and Korohogo, where 300 Americans were trapped, many of them children at the International Christian Academy.

Richard Buangan had just recently left his first Foreign Service assignment in Cote d'Ivoire, and was barely two weeks into his consular assignment in Paris when he was recalled to Abidjan. I was detoured to Abidjan from a short personal visit in Paris. We arrived in Abidjan to assist the consular rescue efforts, accompanied on our Air France flight by American Special Forces of the European Command, along with their French military counterparts, who were all pouring in to deal with the emerging crisis. Our lives would become inextricably interwoven over the next 10 days as we shared MREs, cold crusts of pizza, and a common mission: to get Americans, French, and other foreign nationals out of harm's way.

Activating the Warden System

Upon arrival, Richard left for the central part of the country with a military contingent. Deb threw a few things into a borrowed duffel bag to head out with a receiving team to Yamoussoukro, and I began to set up a command center in the embassy consular section. Because others had to get to safety by curfew, I spent the first few nights alone in the empty consular section continuing the daunting task of locating more Americans, reaching wardens, briefing Washington, getting reports from colleagues on the ground, writing new warden messages, and providing policy guidance to my new friends in the field. One night Sharon, the consular assistant, and her husband Dean, a Seabee assigned to Embassy Abidjan, stayed all night to help me get out an urgent warden message, catching a couple hours of rest in sleeping bags on the floor of the consul's office. Like most nights since my arrival, I slipped through curfew, accompanied by two embassy guards, to my hotel across the street from the embassy to shower, change and catch an hour's nap.

The stories that we heard from frantic Americans, clinging to the phone lines in the middle of the night, were similar to those that Deb reported: "I remember talking to one American, as he, his wife and their three girls huddled in their hallway. I could hear the shooting and firing in the background. They had no water or electricity and bullets were lodging in the walls of their home. Some of the Americans had corpses in their yards. And I had to keep telling them to remain where they were, that we were working on it. We were trying to get them out. And they were scared, disillusioned and frustrated."

A collection of anecdotal information was mounting, and the staff worked to locate and map out every American in the country, to maintain contact, and to pass this information to their potential rescuers and to Washington.

As the government forces began engaging the rebels, Americans were caught in the middle as the situation intensified. Our Yamoussoukro warden recommended that if we were getting the children out, we should use the New Tribes Mission compound as a processing point in "Yam," as we came to know the city. An incredible, generous group of people, they turned over their walled school compound to the rescue operation. Deb, along with a number of American embassy colleagues from other sections, two consular FSNs, and consular associate Ginette Stevens, moved all the tables and chairs from the five or so buildings to the side, and, with the bedding they had gathered up, created sleeping space for 200. Marty, the embassy community liaison officer went out to buy bread, cheese, jam, cookies, and drinks so that the incoming group would have something to eat and drink.

They then set up a processing center in the chapel. The first Americans and other foreign nationals began arriving at 2 a.m., while I was on a satellite call with Deb. Together, we cried tears of relief. First, the Special Forces doctor spoke with each person, then the Canadians spoke with their consul and the Americans with us. By 5 a.m., we had accounted for all but two people.

Meanwhile, in the Ops Center…

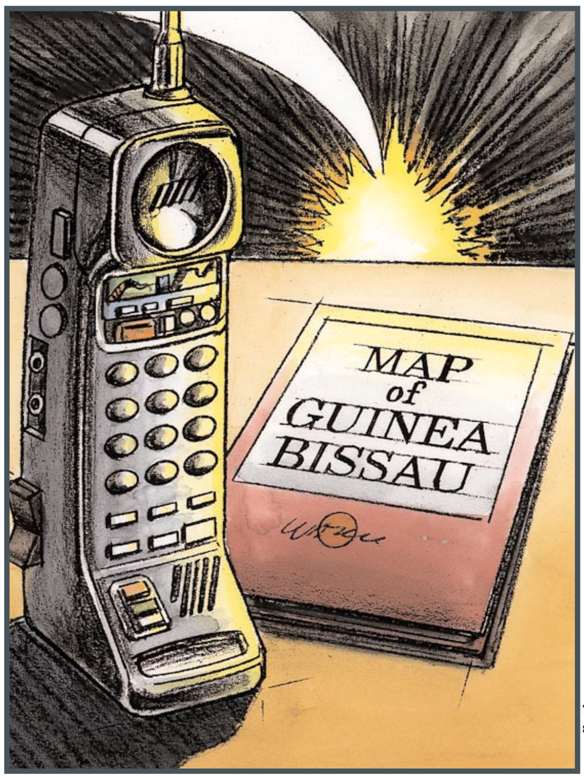
Back in Washington, consular crisis teams were mobilized to staff an emergency operation all day and all night. The Operations Center Task Force walls were plastered with maps and satellite images of Cote d'Ivoire. On one map, a Peace Corps representative tracked each Peace Corps Volunteer with a post-it note. The consular affairs representative maintained another map with post-it notes showing private Americans. Simultaneously, consular officers, as well as French and American forces on the ground in Cote d'Ivoire, maintained similar maps to track the escape of hundreds of Americans in the country.

As groups of Americans made their way south, or were liberated by French and American forces, the post-it notes were gradually moved southwards on the map to Abidjan or to Accra (Ghana), where many were evacuated to safety. When word came from our embassy in Abidjan that another group had escaped from the danger zones, a loud whoop of joy sounded from the seventh floor of the Department of State. While specially trained consular officers in Task Force 2 dealt with the barrage of calls from the American public worried about loved ones, constituents and employees on the ground in Cote d'Ivoire, the consular affairs representative provided information to callers ranging from the Office of the Joint Chiefs of Staff to the Red Cross, and provided policy guidance to the consul who was about to board a C-131 with the U.S. military in an effort to evacuate Americans from the town of Bouake.

The Bouake rescue mission continued for two days. But that was just the beginning of what would be a series of rescue operations in a half-dozen towns. The first group of Americans in Bouake was liberated when French troops, in coordination with American personnel, negotiated with the rebels a "laissez-passer," a period of unimpeded safe passage under protection of armed protective forces along the route from Bouake to Yamoussoukro. Future operations involved rescue in C-130s, processing in Yam, then onward evacuation to Accra, where Regional Consular Officer Andre Goodfriend, on emergency TDY in Ghana to support the Cote d'Ivoire Americans, was waiting to receive and assist them with onward travel.

Consular staff on the ground in Cote d'Ivoire virtually dodged bullets and survived on little or no food, and without standard personal hygiene items. They were mosquito-bitten and exhausted, running on sheer determination to do their jobs. Their names, and the names of all the others in Washington, Cote d'Ivoire, Ghana, and at neighboring missions who supported the evacuation for several weeks, are far too numerous to list here. This story, fortunately, had a happy ending for the hundreds of Americans who escaped danger. ■

A COUP IN GUINEA-BISSAU BISSAU, 1998



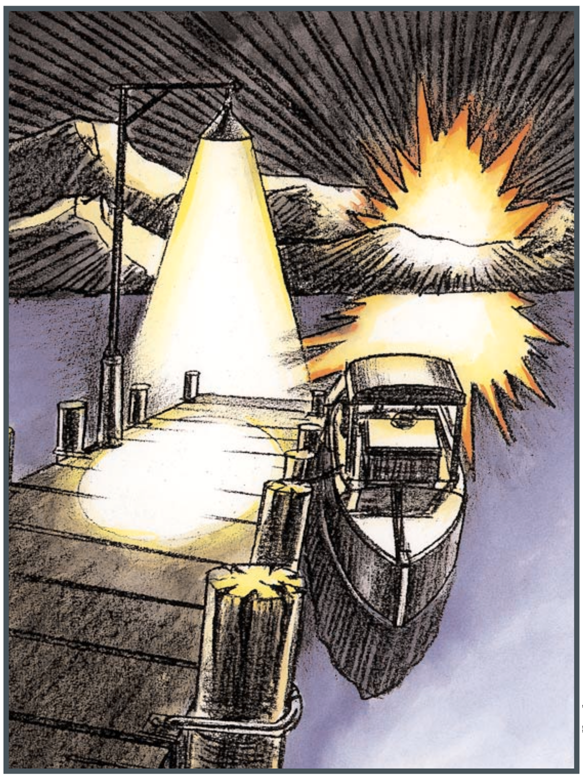
Russell Charpentier

WHAT STARTED AS A QUIET SUNDAY MORNING FOR AN AMBASSADOR ABOUT TO DEPART POST AFTER THREE YEARS QUICKLY TURNED INTO ANYTHING BUT THAT.

BY PEGGY BLACKFORD

In June 1998, I was looking forward to my imminent transfer back to the U.S. after three years as ambassador to Guinea-Bissau, one of the world's poorest nations. U.S. interests were modest in this former Portuguese colony. The small mission staff had two goals: to strengthen democratic institutions by providing training to the media and funding programs that empowered women, and to help create a more modern and stable economic development climate. One of our most successful programs was training Guineans in the simple technology required to process the cashew nuts that grew abundantly on trees all over *Continued on page 32*

GUINEA-BISSAU EVACUATION: AN OPS CENTER VIEW



Russell Charpentier

AN FSO RELATES HOW SERENDIPITY PLAYED A HELPFUL ROLE IN FACILITATING ONE PARTICULAR EVACUATION.

BY RAYMOND MAXWELL

It may be a cliché that every evacuation is different, no matter how long you are in the Foreign Service and how many you are involved with, but it is also true. In the Operations Center, we helped facilitate some 19 evacuations during the 12 months I worked there — several more than the yearly average for the recent past. Yet the 1998 evacuation of American personnel from Guinea-Bissau will always stand out in my memory.

During my stint as a watch officer in the Operations Center that year, we *Continued on page 34*

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town. Family income among some program participants had increased an astounding 700 percent. Peace Corps Volunteers focused on agriculture and English language teaching.

It was quiet in Bissau, perhaps too quiet. The president and his government were widely viewed by Guineans as ineffective and corrupt, albeit democratically elected. Change was inevitable, but neither diplomats nor Guineans were predicting immediate or violent change.

Enroute to her usual early-morning birdwatching, the USAID mission director encountered armed men and heard automatic weapons fire.

At 6 a.m. on Sunday, June 7, 1998, my doorbell began to ring incessantly. It was U.S. Agency for International Development Mission Director Nancy McKay, who reported that en route to her usual early-morning birdwatching, she had encountered armed men and heard automatic weapons fire.

The mission staff quickly assembled at the embassy. We learned that the chief of staff of the army, fired for his part in an arms smuggling scandal, had decided not to go quietly. Illiterate and unable to communicate in Guinea-Bissau's official language, Portuguese, he had been held under house arrest for some time and was little known to expatriates. Nevertheless, he was a hero of the bitter struggle that freed his country from Portugal and was revered by many in the military. They rallied to his support. The rebels quickly achieved control of two key military bases, one nearly adjacent to the embassy and blocking the only access to the airport.

Peggy Blackford served as ambassador to Guinea-Bissau from 1995 to 1998. She joined the Foreign Service in 1972 and also served in Nairobi, Sao Paulo, Harare, Paris, Bamako and Washington, D.C. She retired in 2000 but continues to accept short assignments from the State Department's Bureau of African Affairs. She has taught at City University of New York and lectures on foreign affairs to various interested groups in the New York area.

This account, along with numerous others, can be found in the 2003 edition of AFSA's Inside a U.S. Embassy: How the Foreign Service Works for America.

An evacuation by air would be impossible. Office Management Specialist Diann Bimmerle, a veteran of several coups elsewhere, offered her experience and kept us connected to the State Department Operations Center in Washington. The U.S. military had no ships or aircraft close by.

Throughout the day, Vice Consul Bryan Hunt, a first-tour officer, fielded frantic inquiries from U.S. citizens and the press while at the same time tracking down all the Americans in the country, advising them to stay at home and in touch. Popular wisdom held that the coup attempt would blow over in a day or two. We had to question that assessment almost immediately when, early on Monday morning, the shelling nearly blew us out of bed. Americans and others began seeking sanctuary on our residential compound across from the embassy.

Most people reached the embassy without incident but two Peace Corps Volunteers called desperately seeking our help. They were trapped in a hotly contested area of town. The local people were evacuating. Could we get them out? As I tried to decide whom to send on this dangerous mission, Nancy McKay spoke up. It was her neighborhood; she knew it well and would go. As the embassy vehicle pulled out of the compound, shelling began. The next hour, until everyone returned safely, was one of the longest of my life. Soon we were sheltering more than 50 people: Peace Corps Volunteers, missionaries, businesspeople and tourists. While they ransacked our homes for food, blankets and towels and prepared meals for our growing army of refugees, Peace Corps Medical Officer Karen Glucksberg treated an epidemic of stomach disorders and headaches brought on by nerves. Our newly-arrived summer intern, whose internship was to be short but memorable, spent hours destroying classified and sensitive documents. The staff moved mattresses to the embassy and we slept in our offices along with our eight cats.

The Portuguese Embassy informed us that a Portuguese freighter would take refugees to Dakar, Senegal. Space was available for our citizens. It seemed our best bet. On Wednesday, June 10, after a harrowing eight hours on the dock while shells went off around them, the vast majority of the Americans in Bissau, led by McKay and Peace Corps Country Director Brian Cavanagh, boarded the ship for a grueling but safe trip to Dakar. Those of us left in the capital drew a quick sigh of relief before setting to work to find evacuation routes for the 17 Peace Corps Volunteers who lived outside the capital city. One by one we coordinated with authorities in Washington to extract them by air from tiny dirt airstrips or by roads heavily patrolled by the Senegalese and Guinean military. The last volunteer was airlifted out on Saturday, June 13. We gathered up the consular seals and took the cash from the safe. It was time for us to go as well.

Taking advantage of a lull in the fighting, we drove to an isolated dock where we were picked up by a dinghy from a small tanker.

Sunday morning, June 14, just one week after the coup began, we emerged from the embassy. The crumbling colonial town was deserted. Almost everyone had fled to the countryside, mostly on foot. Taking advantage of the mid-morning lull in the fighting, we drove to an isolated dock where we were picked up by a dinghy from a small tanker. Each of us boarded with a cat or two in one hand and a change of clothes in the other and set sail for Banjul, capital of neighboring Gambia. Twenty-four hours later, our adventure was over. Meanwhile, back in Guinea-Bissau the war raged on for more than a month. Four of our homes were burned to the ground; the rest were looted. We lost almost all our prized possessions, yet we were the lucky ones. It took more than a year to broker a stable cease-fire, and for the Guineans it will be many more years before they truly recover. ■

Continued from page 31

had already been involved in several African evacuations, including the Democratic Republic of the Congo (formerly known as Zaire), Ethiopia, and Eritrea — due to civil and political strife — as well as several posts in East Asia and the Pacific due either to civil unrest or to heavy smoke from forest fires in the region. This involved taking the initial calls from post, alerting State Department offices and Washington agencies, setting up the task force, drafting spot and briefing reports, and maintaining communications with the affected posts.

Then a civil war broke out in June 1998 in Guinea-Bissau — which also happened to be my first post, where I had served from 1993 to 1995. After five increasingly intense days of fighting in that small, extremely poor country, U.S. Ambassador Peggy Blackford and her staff were forced to abandon their residences in the housing compound across the street and band together in the chancery safe haven. (The post was reporting that rockets and motor rounds could be heard outside, suggesting the embassy was somewhere in the line of fire between government forces and the rebels.) Throughout the crisis, they had worked feverishly to ensure the safe passage from the country of a group of Peace Corps Volunteers, missionaries and other American citizens. One by one, each volunteer was evacuated and every missionary and American who wanted to go was located and moved to safety, by road north to Senegal and west and south to Guinea, and by air to neighboring countries and to Europe. Once that task was accomplished on Saturday, June 13, 1998, the Embassy staff began focusing on their own evacuation from the capital.

The Guinea-Bissau Task Force, staffed around the clock, had already been in operation for several days, of course, holding open a vital telephone link between Washington and Embassy Bissau. In the task force office, I overheard Consular Affairs Assistant Secretary Mary Ryan and Administration Bureau Assistant Secretary Pat Kennedy discussing the use of a port in the town of Prabis as an alternative evacuation site. As it happened, Mike Lukomski, the former USAID director, and I had gone on several fishing trips on that river when I was assigned to Embassy Bissau two years earlier, and each time, we launched the boat from Prabis. Once or twice, we had to cancel our fishing trip at the last minute because at low tide, the river practically disappears, cutting off access to the bay and the ocean. Recalling that fact, I informed the task force that no boat would be able to enter or exit the river at that point unless at high tide.

Once all non-official Americans had been safely evacuated, the embassy staff began focusing on their own departure from the capital.

Africa Bureau Executive Director Bob Manzanares, manning the task force that Saturday afternoon, then suggested a nearer point of debarkation, the port of Bandim. However, in describing that plan, he used as a reference the new, Chinese-built football stadium in Bissau, which he referred to by the name on his map, the 24th of September Stadium. That information was relayed to the folks at post, but no one was familiar with the port or the stadium, because no one in Bissau ever referred to either by its proper name. Most people when I was there called it the Chinese Stadium. I clarified for the task force the location of the port by mentioning a more familiar nearby landmark, the Swedish Tennis Camp, which embassy personnel instantly recognized. That port, less than a two-mile walk from the chancery, ended up being the point of embarkation the next day for the embassy staff.

There only remained the question of tides and the possibility that a boat or ship could enter the river up to the point at the port of Bandim to effect the evacuation. The task force found it impossible to get tidal information for Bissau on a Saturday afternoon.

Raymond Maxwell, an FSO since 1992, has served in Bissau, London, Luanda and Accra. He is currently a post management officer for East Africa. He received a Meritorious Honor Award from the Operations Center for his work in facilitating the evacuation.

For several hours the embassy employees were out of radio contact with the task force as they made the journey to the pick-up point, carrying a few possessions.

My watch team had recently finished updating the Watchstander's Guide to the Universe, a reference book then used by the Ops Center to locate working-level contacts in U.S. government agencies in Washington, so I had a pretty good idea where to start. First, I phoned the National Military Command Center, but without result. I then called the Naval Command Center in Washington, but they referred me to the United States European Command in Stuttgart, which had responsibility for all official U.S. military operations in Africa.

Stumped, the watchstanders at EUCOM told me to phone the office of the Commander-in-Chief, Naval Forces Europe in London. It was evening there but luckily, the CINCNAVEUR Duty Quartermaster, Petty Officer Samuels, was still in the office. He promptly referred me to the Naval European Meteorology and Oceanography Center in Rota, Spain. Within 30 minutes, NEMOC faxed to the Ops Center the tidal predictions for Bissau for the next week, enabling us to identify the best time to undertake the evacuation using the port of Bandim.

The evacuation was effected the next day. For several hours the embassy employees were out of radio contact with the task force as they made the journey to the pick-up point on the river, carrying with them their pets and a few possessions. Eventually, they arrived and were picked up by a dinghy from a small tanker that transported them along the coast to neighboring Banjul. ■

FLO: POINT OF CONTACT FOR EMPLOYEES & FAMILIES

AN INTERVIEW WITH DIRECTOR FAYE BARNES

STATE'S FAMILY LIAISON OFFICE IS PLAYING AN EVER GREATER ROLE IN ASSISTING EMPLOYEES AND THEIR FAMILIES DURING CRISES.

BY SUSAN MAITRA

The Family Liaison Office's mandate to provide services to all U.S. government employees and their families posted abroad includes crucial support for those living in danger zones and undergoing evacuations, and FLO Director Faye Barnes emphatically anticipates an expanded workload in this area in the coming period. In answer to questions from *FSJ* Associate Editor Susan Maitra, Ms. Barnes explains FLO's role in crises and evacuations, discusses the lessons learned, highlights some of FLO's "best practices," and offers several recommendations for posts.

Faye Barnes came to the FLO directorship in 1998. In overseas tours earlier with husband Richard L. Barnes, a retired FAS officer, Ms. Barnes served as the Community Liaison Office Coordinator in London, Mexico City and Bonn. She speaks Spanish and German, and previously worked in public relations. The Barnes have two daughters, both born abroad.

FSJ: *What role does the FLO play in evacuations — both at post and in D.C.?*

FB: In the run-up to an evacuation FLO supports the community liaison officer at post with information and guidance, meets with the bureau to advocate for family issues, and participates on task forces and monitoring groups. FLO contacts representatives of all agencies at post and, if requested, contacts family members in the U.S. FLO also gathers safe-haven information on the evacuees.

During an evacuation, FLO arranges for returnees to Washington to be met at the airport, and, where possible, does the same for returnees at other gateway airport cities. We distribute a "Welcome Back" packet to all evacuees, which introduces FLO as the central point of contact for U.S. government employees and their family members, and also contains an "Evacuation Contact List" with the relevant information for offices in State as well as the other government agencies with which evacuees will need to interact. FLO organizes briefings for evacuees in the Washington area, sends newsletters and maintains telephone and e-mail contact with all evacuees.

FLO also assists evacuees with concerns such as children's issues, spouse employment, adjustment and administrative issues, and continues to advocate within the department for the special needs of evacuated families and to contact families on behalf of evacuees.

Following a crisis or evacuation, FLO assists with information and guidance regarding a return to post and supports the CLO in rebuilding the community there.

FSJ: *What are the main problems FS members/families have with evacuations?*

FB: The biggest problem is frustration at losing control of their lives. There is a psychological uprooting, and the uncertainty of knowing when or if the evacuation will be lifted. There is disruption of children's education. Often, a family has to deal with the loss of a second income. There is the loss of post differential and other allowances to reconcile. Exacerbating the pocketbook issues, evacuated employees working in D.C. do not receive locality pay because they are not assigned here. For employees, there are also career considerations: months away from post do not help in the annual EER process. Having to curtail out of an evacuated post outside of the bidding cycle timeframe can create problems, too.

FSJ: *What are the main concerns/problems of FS members/families posted in danger zones?*

FB: In today's world, there are fears of terrorist attacks. There is constant worry about losing a family member. And there are worries about losing family pets and personal effects. Security as a whole is a big day-to-day concern, including restrictions on movement. This is linked to the necessity of armored protection at certain posts. It certainly cuts down on spontaneous activity!

Plan for the long run when evacuated — the average evacuation now lasts from three to four months.

FSJ: *How has the support/advice FLO provides changed in the past 10 years? In the past year?*

FB: Technological innovations are the biggest factor of change in the past 10 years. With the Internet, all posts are able to download FLO support and advice materials (which are accessible from the FLO Web site's publications page, http://www.state.gov/m/dghr/flo/rsrcs/pubs). Prior to most evacuations, employees and their families can now locate lodging, make reservations and rent automobiles directly from their posts, easing their return to the U.S. Before, during and after an evacuation people keep in touch with each other and with FLO more easily through the Internet.

Videoconferencing allows FLO to assist posts with contingency planning, and permits evacuated families to see and talk with employees who remain at posts.

In the past year there has been little change in the content of our support and advice. Rather, there has been an increased demand for it!

FSJ: *Are evacuees given temporary employment? How soon after evacuation, and for how long?*

FB: Employees of all evacuated agencies report to their offices/bureaus in Washington for temporary work assignments. Family members employed at post (FMAs) are not guaranteed temporary employment through the department, although most posts have continued to pay their evacuated CLOs if they are able to work out of the FLO. Occasionally bureaus will offer temporary employment to spouses who were employed at the post. Just recently, Embassy Caracas, recognizing thie issue of lost income, offered to fund their FMA employees in the Washington area, if the bureau and FLO could locate work for them.

Most of the time, lack of spousal employment opportunities is a source of frustration for evacuated families.

FSJ: *How has the department's management of evacuations evolved over time?*

FB: Support for individuals, both financially and psychologically, has improved. Communications in evacuations have also improved.

FSJ: *What lessons have been learned?*

FB: We have learned that once the evacuation is over and families and non-emergency employees return to post, that is not the end. Rebuilding the community can take a long time. It is important to give all segments a chance to tell their stories, to be heard. The community must come together, and it is important for the community to trust management.

FSJ: *Are the "lessons learned" translated into new policy and procedures? Any examples?*

FB: One can cite several examples that reflect "lessons learned." One is substantially increased allowances that more realistically reflect the expenses incurred by evacuees. Another is the fact that evacuees can now change their safe-haven address once during an evacuation. And, chiefs of mission now have the delegated authority to approve travel to and from post by employees and family members who have not elected to leave under authorized departure orders. Those who do remain often need to get away on personal travel to release stress. This has been a big morale booster.

FSJ: *Does FLO have a cumulative set of "best practices" recommendations for management?*

FB: FLO has a number of "best practices" recommendations for posts: (1) maintain open communication between post management and the community; (2) prepare for the possibility of an evacuation through good contingency planning; (3) include schools, FSNs and eligible family members in the planning — FSNs usually have a wealth of knowledge on local conditions that can have a positive impact in planning; (4) create employee/family databases with accurate contact information; (5) encourage families to consider their safe-haven options well in advance of an emergency situa-

Our philosophy is that it is most important to take care of the individuals in the crisis situation, so everything else takes a back seat.

tion; and (6) plan for the long run when evacuated — the average evacuation now lasts from three to four months.

Here in Washington, having the evacuated CLOs work out of the FLO office for the duration of an evacuation has proved a very effective "best practice." Evacuated CLOs have instant credibility in the evacuee community and they are acutely sensitive to the issues affecting the community. The CLOs are invaluable in maintaining a sense of community for the evacuees; they organize social events for those in the Washington area and write regular e-mail newsletters to evacuees at safe havens around the U.S. and the world. CLOs have also organized "chill and chat" sessions, where State Department mental health professionals come to meetings with parents and children in an informal group setting to discuss issues of concern arising from evacuations.

FSJ: *Do you anticipate a need, or do you have plans, to devote more of FLO's resources to evacuations?*

FB: When a major evacuation happens, the entire FLO staff drops their regular portfolios and focuses on the crisis at hand. Our philosophy is that it is most important to take care of the individuals in the crisis situation, so everything else takes a back seat. If there is a need for more assistance in FLO, we have made plans with the Office of Casualty Assistance to call upon their trained volunteers.

FSJ: *Given the changed global environment, with a proliferation of danger zones, do you foresee an expanded workload for FLO?*

FB: In a word, yes! ■

COTE D'IVOIRE EVACUATION: THE PEACE CORPS COMPONENT

A VETERAN OF AFRICAN DEVELOPMENT WORK RECOUNTS HER EXPERIENCE AS THE PEACE CORPS REPRESENTATIVE ON THE STATE DEPARTMENT TASK FORCE THAT MANAGED THE EVACUATION OF COTE D'IVOIRE.

BY KRISTI RAGAN

I could never have imagined that my first act as the designated Peace Corps Country Director for Cote d'Ivoire would involve the evacuation of 133 volunteers and the subsequent suspension of the entire Peace Corps program. However, having worked for 15 years in developing countries, much of this in Africa, I knew first-hand that just when you think you have plans for Africa, Africa reminds you that it instead has plans for you.

I was appointed Peace Corps Director for Cote d' Ivoire in June 2002 and was working at Peace Corps headquarters in Washington, awaiting my travel to Abjidjan in late October. The country director position involved leading one of the largest Peace Corps programs on the African continent, with nearly 140 volunteers working in education, small business enterprise, IT, urban environment, HIV/AIDS, maternal and child health, water and sanitation. Cote d' Ivoire was pioneering new program initiatives for the Peace Corps Africa region, such as establishing cybercafes and working out front in the areas of urban environment and sanitation. The country directorship offered me the opportunity to work with a dynamic and capable national staff and volunteer community to build partnerships that would help maximize the impact of development efforts at the local level.

Unfortunately the attempted coup and fighting that erupted on Sept. 19, 2002, in the capital and several northern cities launched a series of slowly unfolding events that would transform Cote d' Ivoire's economic, political and development environment from one of opportunity to obstacle.

The first consequence of the violence was a general lack of information on what was really happening on the ground. It is normal that the people at the country level are often the "last to know" — getting their initial information, like everyone else, from BBC or CNN broadcasts. The 1999 coup in Cote d'Ivoire, occurring in a country hailed for its political and economic stability and dominating regional economic and political presence, had shocked the world. Since then, there had been a continuing series of violent incidents, none of which, however, had presented a fundamental challenge to the state. For the first 24 hours after Sept. 19, most people assumed that this was just one more small wave to be ridden out before the country returned to "business as usual."

A Nagging Question

On the second day, with the rebels still in control of several key towns in the north, the question of whether the fighting was indeed a sporadic, ad hoc outbreak or the first step in a larger destabilizing pattern having national and regional implications, began to nag everyone. At headquarters, Peace Corps staff from a number of key units began feverishly talking to each other and the field, and then linked up to the State Department at both the country and Washington level. There was a clear effort by all involved to resist overreaction and maintain a focus on ensuring the safety and security of PCVs and country office staff, both U.S. and national. Efforts focused on information gathering and dissemination and pre-positioning the organization for rapid response and decision-making.

Unfortunately, given the Peace Corps' unique position of having staff scattered throughout a country in remote and difficult-to-reach areas, decision-making must take place sooner rather than later to be effective. Each day, each hour that goes by in a potential evacuation situation reduces the flexibility and options that the organization has in evacuating volunteers safely and cost-effectively. At the earliest stages this need to "Know the Truth" runs smack up against the slower-moving gathering and analyzing of key information to determine what that Truth is. I noticed it took about six hours for the first signs of tension to appear in Peace Corps staff who were anxious to be acting and not monitoring.

Under such constraints, Peace Corps welcomed the State Department's convening of a meeting on the day of the outbreak of violence, which gathered all relevant internal units and organizations, including the Peace Corps and USAID. Similar meetings were being held at the country level. The meetings served three basic purposes: 1) exchanging the latest reporting on events; 2) gathering information on various organizational demographics (e.g., the number of American citizens in-country, their locations and communication links), and 3) setting the stage to handle a possible escalation of instability. The first meetings were largely focused on the last of those three objectives as information was difficult to obtain: Cote d' Ivoire, which is a former French colony, does not have a large U.S. diplomatic, military, development, or trade presence.

These meetings helped set the important stage of psychological preparedness, though I was left a bit nervous, personally, because I couldn't identify a single acronym utilized during the exchanges. But the meetings got the adrenaline pumping faster and infused everyone with the gravity of keeping a close watch. Sitting around the table I sensed we all, as professionals, wanted to balance a heightened proactiveness with a rational, non-emotional approach. After two days of such meetings I was trying, like everyone, to keep a level-headed perspective on the conflicting signals normal in such situations: for example, rebel positions were being strengthened in the north, while in Abidjan normal life was resuming and the international school was re-opened.

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The Ops Center in Action

Then the State Department took the important decision to establish a "monitoring group" that would operate out of the Operations Center and run for 12 hours. The monitoring group was hardly under way when it was extended to a full-time 24 x 7 watch with round-the-clock Peace Corps participation. Peace Corps Headquarters thought it made good sense and would be a valuable "learning experience" if I, as the about-to-be Cote d'Ivoire country director, were to anchor the bulk of the monitoring group watches, with support from staff in our Safety and Security and Africa region units. I spent the next 12 days in the Ops Center working with State Department staff from all over the Africa region.

On Sept. 20, Peace Corps began to implement an "informal" consolidation of volunteers in the high-risk areas where fighting had occurred. Attempts were made to, first, ascertain the exact number and location of the PCVs (some were on holiday, medical leave, or work-related travel, and thus not at their sites), and, second, alert all personnel to be on stand-by for further instructions. A comprehensive emergency action plan had been developed and tested in Cote d'Ivoire, so there was a framework to operate from. However, unexpected violence in a developing country has a way of sewing seeds of chaos amongst even the best-laid plans. Contact telephone numbers for volunteers were mainly workplace telephones — not at all useful given that the first three days following the violence stretched over a weekend, and that government offices were closed and remained closed over the following weeks because they were prime targets for rebel attacks. Communication difficulties were further compounded by the fact that fighting had cut off the main north-south road, precluding the use of public or private transport to carry written messages to PCVs.

Alongside this breakdown in communications was the opposite extreme: some volunteers with personal cell phones immediately contacted friends and families back in the States, creating a situation where a few parents had information in advance of the Peace Corps itself, and disseminated it among highly efficient parent networks in the states and even to a few legislators on the Hill just to ensure that all actions were being taken. True, personal cell phones proved a blessing for maintaining contact with volunteers during the next 12-day period in which all 133 PCVs present in Cote d' Ivoire would be consolidated at some 13 pre-arranged points. But they also contributed to heightening anxieties as information was given to parents about rebels with weapons in the streets, and declining water and food supplies.

The evacuation was complicated by the mixed messages of calm in Abidjan and solidification of rebel positions in the north. With the exception of the Americans, from the end of September until nearly the middle of December, most foreign nationals living and working in Cote d' Ivoire were not confronted with departure orders. The disparity in assessment of the instability caused some volunteers who pride themselves on a tough and rugged spirit to feel they were prematurely abandoning the country and the people they were committed to serve. However, once in Ghana with access to a fuller picture on the evolving situation, most PCVs were grateful for their efficient and peaceful departure. They all had to acknowledge that the conditions no longer existed for them to carry out meaningful work.

From Consolidation to Evacuation

The State Department Operations Center was a dream-come-true compared to evacuations I had been involved with previously, with other organizations that lacked both human and equipment capacity. It was not only well-staffed and efficiently supported, but enjoyed a constant in-flow of the latest political, economic and military information. A well-crafted division of labor and seasoned leadership meant that even during peak periods nothing was left hanging. I was never in doubt that the stated priority of ensuring the safety of American citizens in Cote d' Ivoire was indeed the real priority. The monitoring group and its three daily briefings with the Executive Secretariat facilitated decision-making, eliminated potential roadblocks, and kept everyone operating on the same page — the toughest parts of an evacuation.

The weekend saw a further consolidation of the rebel-held towns in the north of the country, and on Monday, Sept. 23, 2002, the messages coming from State were to start moving from consolidation to evacuation. It would take 10 days to move 133 Peace Corps Volunteers from the remotest areas of the country to the capital for evacuation over the border by bus to Ghana. Some of them had only been in their villages for three weeks; others had already terminated their service and were at the beach or

How To Participate Effectively in a State Department Task Force

From her experience as a participant in the State Department Cote d'Ivoire Monitoring Group, Kristi Ragan distilled the following recommendations to ensure effective participation by the Peace Corps — or any other federal or independent agency, for that matter — on future State Department task forces for evacuation of American citizens:

- **Maintain stakeholder presence** by participating as an active, full-time member of the task force, representing the Peace Corps at key, daily State Department meetings and briefings, and maintaining visibility on Peace Corps issues in the task force.
- **Foster a two-way communication exchange** by reviewing all information coming into the task force; disseminating information to the task force that comes in from the country office and Peace Corps Volunteers, including the Emergency Action Plan, PCV locations, contact information and physical/emotional well-being, and feedback on the local and national situation; helping to ensure the accuracy of information contained in the regularly prepared task force situation reports; and providing regular updates and briefings to Peace Corps senior management.
- **Analyze information:** the task force's political/military/economic information for its potential impact on the Peace Corps and on volunteers; and updates and information provided by Peace Corps headquarters and field staff for consistency with task force analysis.
- **Propose interventions/next steps** where potential obstacles occur based on a dialogue with Peace Corps headquarters on options and possible next steps.
- **Advocate for Peace Corps issues** and implement requests or actions of Peace Corps headquarter's senior management with respect to the task force in State Department daily update meetings, the daily written situation reports, and through maintenance of a regular dialogue with the task force coordinator.

It is also important to maintain a critical core of five or six Peace Corps staff, with expertise in the concerned region, for rotation through the task force during periods of peak activity. Peace Corps' Safety and Security staff should also participate to have the opportunity to monitor implementation of Peace Corps Emergency Action Plans, establish contacts with State Department security staff, and build an information base for determining possible future interventions and support by Peace Corps regional safety and security officers.

Also recommended is an introductory briefing at the State Department Operations Center for Key Peace Corps participants, to include: an overview of communications systems, handling of various document classifications, transmittal of information to Peace Corps, role of the logger, coordinator, etc. and security clearances and logistics for task force participation.

Finally, maintaining a daily log while sitting on the task force is essential to identify lessons learned after the crisis, and improve future participation.

saying good-bye to friends upcountry before taking their flights out. Some volunteers had friends visiting them from the states, which complicated the situation even further and involved an even larger circle of concerned parents. It was determined that 58 PCVs needed assisted evacuations (i.e., a military escort) as they were in rebel- or loyalist-held towns where travel was restricted or thought unsafe. This would be done with the cooperation of the U.S. and French military, using American C-130s and humvees and French helicopters. The remaining volunteers, who were in largely unaffected areas, walked, bicycled, took buses, taxis and hitched rides with other expatriates or international volunteers heading for Abidjan.

It would take 10 more days to move 133 volunteers from the remotest areas of the country to the capital for evacuation.

Within seven days the unassisted volunteers were all in Abidjan. These included a 79-year-old married couple, two volunteers who were converted during their travels over remote roads with missionaries from the rebel-held territory in the north, and a newly-married couple who had performed the ceremony en route to Abidjan. Peace Corps in its generosity gave the volunteer and her new spouse a 48-hour honeymoon in the capital before the new bride was put on the bus to Ghana.

Fulfilling a Mission

It was a challenging task to coordinate the interface between the State Department, Embassy Abidjan, and the Department of Defense. To complicate things, the coordination extended to the French military, the main force on the ground leading the evacuation. The coordinators of the monitoring group painstakingly brokered agreements and facilitated communication among all parties. Each evacua-

> ***To complicate things, the coordination extended to the French military, the main force on the ground leading the evacuation.***

tion site had to have a separate peace agreement secured between the French and various rebel factions and, at times, the Americans as well. The time needed to secure these agreements contributed to anxieties over the pace at which the evacuation was proceeding. Several evacuations in northern towns involved securing air strips with French forces and landing both U.S. C-130s as well as French helicopters. In retrospect, it is amazing that everything went off without incident, even if not always according to the proposed timing.

The final Peace Corps Volunteer to be evacuated on Oct. 2 was a young lady affectionately referred to as "the Lady of the Lake," who had been stranded by herself on the side of a lake with no transport for over a week. She had finished all her books while sitting patiently every day at the abandoned Shell station on the main road out of town in hopes of catching a ride out with departing expatriates. She later took to passing the time by writing a movie script about her "ideal rescue," which involved handsome French military troopers landing on the town's soccer field and whisking her away in their helicopter. I am happy to report that the State Department delivered exactly that.

At this writing, the Cote d' Ivoire Peace Corps Volunteers have all been either transferred to other programs or returned home to the U.S. Unfortunately, the saga in Cote d' Ivoire is still playing out as we go to press. For my part, I have the great distinction to have been one of the few in Peace Corps history to have fulfilled the organization's mission in record time: I worked myself out of a job at the Ops Center in only 12 days on the monitoring group — a quantitative indicator of success if there ever was one! ■

LESSONS LEARNED IN THE 1991 ZAIRE EVACUATION

OVER A DECADE LATER, USAID'S 1991 ZAIRE EVACUATION STILL HOLDS LESSONS FOR OTHER POSTS.

BY LINDA RAE GREGORY

In September 1991, troops in Zaire (now the Democratic Republic of the Congo) began looting residences and commercial establishments in the capital, Kinshasa, to protest low pay. They were soon followed by many in the general population. After the second day of widespread looting, the decision was made to evacuate all Americans from the country, with other similar decisions being made by other foreign governments. French and Belgian paratroopers were flown in to provide protection for the evacuation effort. By the end of the week, most of the Americans in Zaire, both official ones and those in the private sector, had departed on several charter flights, leaving behind a small number of official Americans to deal with the aftermath.

This scenario has been repeated over and over since then, in many locations around the world, though of course circumstances differ from one country to another, in terms of how much advance warning is given, how much time there is for safe processing of evacuees, and how long the evacuation will last. We were very lucky in Zaire, in many ways. First, we were never the target of the hostility being expressed in the looting. In fact, popular feeling was generally protective of Americans, and a sentinel telling looters that the house was occupied by Americans was usually enough to send them off to find another house to loot. Second, there were alternative escape routes available when the airport became inaccessible, since Brazzaville (the capital of the Republic of the Congo) was just across the river. Third, staff remaining behind were able to quickly and effectively initiate action to safeguard both personal and official property. Over the extended period of the evacuation, the post was able to pack everyone's personal effects and ship them to safety in Antwerp.

Following the evacuation, and during the long (six-month) evacuation period, Americans remaining at post had a lot of time to look back at the evacuation and reflect on what had gone well, not so well, and had not been done at all. Several country team meetings were dedicated to discussing the lessons learned by the post, in an attempt to be better prepared in the future.

The following article is based on my 1992 summary of those findings, as articulated by many of the remaining Americans. It is important to note that this account deals primarily with at-post issues, since the feedback from the evacuees themselves was limited, and that this assessment is not intended in any way as criticism of any individuals or organizations.

Early Planning

In Zaire, we found that the list of essential personnel, when faced with an actual evacuation, changed substantially from what was reported in the Emergency Evacuation Plan. Some of this was driven by the ceiling placed on the post, but it is also clear that this list should be reviewed in some detail by all parts of the U.S. mission very early on in a crisis situation. There should be full discussion with all elements and all agencies at post, and personal contact made with each person proposed for inclusion in the list. There is, inevitably, considerable ego invested in this list, with many employees reluctant to characterize themselves as non-essential. There was a general perception that some "chiefs" were retained when it was the "Indians" who were really needed. Some perceive that this resulted in some essential tasks not being accomplished at all, or not being accomplished as quickly and efficiently as they could be. There was also considerable personal stress associated with employees being added to the essential list, then removed, than added again, through several iterations, leaving family members confused, uncertain and very frustrated. There was also a perception by some non-State agencies that their responsibilities were not fully recognized in the determination of essential personnel. Of special concern to USAID was the feeling that there was a very poor understanding of just what was involved in closing down (even temporarily) the USAID mission and project activities. There appeared to be a perception that the embassy administrative staff could handle such activities themselves, leading to inadequate numbers of USAID personnel being included in the list of essential personnel. A belated recognition of these responsibilities resulted in the artificial compliance with established ceilings by stationing personnel across the river in Brazzaville, for return to Kinshasa during normal working hours only. Other posts would not have the luxury of this stratagem, making early and full discussion of all agencies' needs even more critical.

The list of essential personnel, when faced with an actual evacuation, changed substantially from what was reported in the Emergency Evacuation Plan.

A specific area for which better advanced planning was needed was that of nonpersonal services, resident-hire, and institutional contractors. While many among the first two categories argued strongly that the U.S. government had a "special" responsibility towards them as compared to other private Americans resident in the country, the real problems occurred with the third category (institutional contractors). Although such contractors are not government employees entitled to direct agency payment of their travel expenses via issuance of a travel authorization, they are in the country on official business and their travel will, in fact, be paid for by the U.S. government through their institutions. While USAID is clearly responsible for official Americans going out on TAs, the consular section is usually responsible for private citizens, who must sign promissory notes for costs of evacuation travel. Thus, since institutional contractors are something of a hybrid in an evacuation, USAID needs to work closely with the embassy early on in a crisis situation to establish procedures for handling these employees should an evacuation be required.

It would also have helped to have had better coordination on support provided to those in the country on temporary duty at the time of the evacuation. Some TDYers were Americans, while others were not; some traveled on diplomatic or official passports, others did not; some came from the U.S., while others came from other posts, in Africa or outside the region altogether. A central point to which all agencies report their TDYers during a crisis period, and better understanding of which agency or agencies would coordinate the departure of such visitors, would have made for a smoother evacuation.

The greatest criticism of our planning process by far related to our failure to provide early information to employees on how to prepare for an evacuation. Basic guidance, provided in the form of a checklist, would have done much to avoid the frustration, resentment and unhappiness expressed by many people over evacuation and post-evacuation issues. (While the printed brochure provided by the State Department at that time covered some of the issues, it was not comprehensive and, of course, was not post-specific.) Such guidance provided should, at a minimum, touch on the following:

Pet care: where to leave them, how to arrange for feeding, authority to ship later if desired, authority to otherwise dispose of if necessary. Employees need to clearly understand that leaving pets in residences for domestics to feed is not allowed. It would probably be helpful to inform employees about options for shipping

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Linda Gregory was executive officer for USAID Zaire from 1990-1991, and then served as USAID representative there. An FSO from 1987 until her retirement in 1999, she has also served as executive officer in Sudan and Guinea and as mission director in Macedonia and Niger. She is currently serving as USAID deputy executive officer in Cairo on a contract basis.

pets out of the country for safekeeping, if there is enough advance warning of a pending crisis.

Domestics: need to bar access to homes on departure, leave instructions on payments due in case of non-return, identification of severance entitlements and termination instructions, payments due on medical/other coverage. Many employees do not realize that access to the house by a domestic may jeopardize any future claims for losses, as it makes it difficult to prove that it was not the domestics who stole things which might be missing. While the government may recognize claims for items taken by looters, or even government-contractor packers, the responsibility for items stolen by domestics rests with the employee.

Documents to gather together: passports, inventory listings, car papers, school records, health records, etc. If possible, medical records should be given to employees before they depart. School records should be obtained as soon as possible and forwarded to employees evacuated.

Packout of personal effects: listing of items to be packed in air freight (in case such is possible), placement of such items in a central location if possible before evacuation, putting equipment in original packing if such was kept. Just in case packout of housheold effects may be possible, leaving instructions on what to do with foodstuffs, tagging personal furniture to avoid its being confused with government issue, leaving a power of attorney to handle packouts, etc.

Vehicles: where to take/leave them, where to leave keys for safekeeping, how to assign power of attorney for sale if possible after an evacuation, what papers will be needed by the post if the vehicle can be sold, etc. (For example, regulations against making a profit on a sale require that the employee prove original purchase price; this delayed numerous payments while employees struggled to find appropriate documentation.) It should be clearly understood by employees just what responsibility the post will take for vehicles.

Official property: clear and early guidance on what to do with official property, including identification of office equipment located in the residences, radios, keys to office doors and files, etc. and clarification of responsibilities for government property at residences (if there is time, bringing in furniture and equipment outside the house, noting items on loan to others, etc.).

Possible consolidation points: early identification, and guidance as to what should be carried to these points. One of the frustrations for Kinshasa employees was that they were told to pack for two days at a consolidation point, then were unable to get back to their homes to pack for actual evacuation. These possibilities should be considered early in the process, to permit more orderly planning by employees.

During the Crisis

During the actual crisis, there should be some mechanism for communication with employees and dependents to minimize the feeling of isolation and ignorance of what was going on elsewhere in the city or even the neighborhood. In this respect, USAID was at an advantage in Kinshasa. Since our radios were on different frequencies than the embassy's, we were able to schedule radio sessions with all employees for morning and afternoon, without affecting the embassy's emergency net. During these sessions, we were able to provide information about what was happening, status on plans for evacuation, guidance on what to do and take, and other matters of interest. We could also gather information where needed, such as confirming safe haven points for issuance of travel authorizations, obtaining addresses for manifest lists, and identifying special needs for evacuation planning. Such sessions can greatly improve morale by offering everyone the opportunity to know what is happening and to participate in the evacuation process.

One critical element of our emergency planning that is all too often overlooked was the local workforce. Foreign national staff saw Americans leaving and had no idea what was going on, whether the Americans would ever return, and what the potential impact on them might be. USAID held several open meetings for our Foreign Service National staff to let them know what was happening and to let them ask any questions they had. This significantly improved morale.

The packout of personal effects is another area of significant concern to employees. Early in a crisis, the post should check packing supplies to ensure that enough will be available to cover air freight needs. The post should be prepared with requests for assistance to Washington, for both packing materials to be brought in and arrangements for transportation of effects out of country when packed.

If the security situation continues to pose a threat to the personal effects of employees, a post may request authorization for emergency shipment and storage of household effects. If should be noted, however, that approval of this request can pose something of a Catch-22 for employees. If such storage is approved and an employee elects not to ship his/her effects out of country, he/she risks rejection of a claim if there is a subsequent loss of those effects in country. If, on the other hand, he/she chooses to make an emergency shipment to storage, the employee could be faced with spending the remainder of the tour without any personal effects.

A further complication in this regard is the issue of personal effects for employees at, or returning to, an unaccompanied post. Whether dependents are not returning due to a State Department prohibition or due to personal choice, the handling of personal effects for the employees can be a problem, since the packout would not have been done with an eye toward later splitting the shipment between safe haven and post.

The greatest criticism of our process was failure to provide early information to employees on how to prepare for an evacuation.

Any travel away from post by someone filling a designated "essential" position raises the problem of how to cover that essential position during the employee's absence. Posts should consider TDY replacements and should discuss needs for such with Washington as soon as identified.

As the evacuation continues, there needs to be a recognition from Washington that non-essential tasks must be dropped as requirements, given the reduced staffing levels at post. Each office or division should develop a listing of specific requirements which cannot be handled at reduced staffing levels, to include both ongoing tasks and reporting requirements. This list should be submitted to Washington and agreement obtained to relieve post of responsibility for these items.

We held several open meetings for the Foreign Service National staff to let them know what was happening.

Some evacuations are followed by the complete looting of all offices and files. Many, however, result merely in a decision to draw down or terminate the USAID program, with related reductions or eliminations of staff. Someone, usually the executive officer, is then tasked with handling the drawdown or close-out. The biggest task in such a situation is often cleaning out the office. That means going through desks, bookcases, file cabinets, closets, etc. to determine what should be archived, filed, sent to Washington, destroyed, or simply thrown away. I found documents going back to the 1970s, including many documents which were totally unrelated to the mission. I also found items in working files which should have been kept in central files, and vice-versa. There were even working files left by people who had departed post six years before! Proper records management will greatly minimize such drudgery.

Looking back at it from a decade later, it seems that many, if not all, of the issues we experienced in the 1991 Zaire evacuation still arise in many other places. While each post will face a different set of problems, unique to its own circumstances, it is my hope that others will benefit from our learning curve. ■

RECALLING PAST CRISES AND EVACUATIONS

Editor's Note: *This past November, we sent an e-mail via AFSANet asking members and their families to share brief vignettes relating to evacuations and life at posts located in danger zones. Some of their responses recount ways Foreign Service personnel have coped with being evacuated (and either returning to post after a long absence or being reassigned), while others offer lessons State and other foreign affairs agencies have learned — or should have — over the years in terms of planning for, executing, and minimizing the disruptions caused by massive drawdowns of personnel and post closings.*

Our thanks to all Foreign Service personnel and family members who shared their experiences. In fact, we received so many thoughtful, moving responses that we will run more next month.

—Steven Alan Honley, Editor

AFSA MEMBERS AND THEIR FAMILIES SHARE STORIES OF EVACUATIONS AND LIFE AT POSTS LOCATED IN DANGER ZONES.

Evacuation from Cairo

In the spring of 1967, Egyptian-Israeli relations deteriorated rapidly. Because of our government's friendship with Israel, anti-American propaganda became ominous, prompting the evacuation of embassy dependents. Three TWA planes were chartered to fly 250 women and children to Athens, giving us just 24 hours to wind up the last four years of our life. I shall never forget the bewildered expression in my 8-year-old son's face when I told him that he would not return to school the next day nor for the rest of the school year; there would be no final exams, no report card and no time to say goodbye to his friends and teachers.

When we arrived at the Athens airport, American army wives welcomed us warmly before buses took us to hotels in a suburb named Kiffissia, where rooms were already ready for all of us. We were well taken care of: Kiffissia was lovely, the people were friendly, there were organized activities for our children, and we promptly received our per diem checks. But we were in limbo, as though suspended in mid-air, without responsibilities or control over anything. Cut off from our husbands, without any news out of Cairo, what had been our home was beyond reach — so were all our belongings, our documents, our children's school records — and our future again was a blank.

On June 5, 1967, the third Arab-Israeli war broke out. On June 11, our exhausted husbands arrived on a chartered Greek boat after their evacuation under harrowing circumstances.

It was a long, hot summer in Athens while we waited for Washington to decide where we were to go from there. How, I wondered, would any of us ever be able to work up confidence and enthusiasm in another post? How could we ever recall, without a sense of frustration and pain, how seriously we had taken our work, believing in its importance when, it seemed that all our efforts, the good will so carefully nurtured, had been ruined overnight?

Later, I often wondered why, no matter how often we had gone through a similar experience, our imagination always failed us so that we could not see that the course of history might reverse itself. Within seven years American-Egyptian relations would be reestablished and all our programs rebuilt.

Maria Bauer
Washington, D.C.

Evacuation in Slow Motion

Kabul, June 1979 — The ambassador killed in a shoot-out at the Kabul Hotel, February 1979. Deteriorating security situation throughout Afghanistan and around Kabul. Travel outside the city increasingly limited. Nighttime curfews enforced by high-powered search-lights on mountains and soldiers posted at key intersections to detain people out past curfew. Daytime sorties by Soviet MI-24 helicopter gunships and psychological intimidation by low-flying MiG-21s returning over the city to Bagram airbase north of Kabul. Tanks and armored vehicles roaming the city night and day.

Time to go. Limited evacuation of dependents and non-essential personnel. Pack what you can carry onto the aircraft. At the airport, searches by pro-Soviet Afghan police of diplomats' baggage and personal belongings in contravention of Vienna conventions. Ugly scenes before boarding the Indian Airlines 737 for New Delhi. Long stay at the airport before departing on Pan Am flight to Frankfurt. Overnight in Germany, then home to Washington. Left behind: family dog, car, clothes, kitchen and other personal belongings, children's toys and books, and family photos; all entrusted to house servants.

No welcome home from State Department or any other official representative. No counseling about how to apply for temporary allowances. Washington bureaucracy oblivious to emotional and psychological needs of evacuees, especially children. Stiff upper lip prevails when moving through layers of bureaucracy to obtain necessary temporary housing allowance.

Tehran, November 1979 — U.S. diplomats taken hostage. The State Department's response changes profoundly. As one who had worked at Embassy Tehran, I work on special hostage task force helping to inform family members about status of their loved ones. Having just passed through an evacuation process, I relate quickly and empathetically to their many questions. A slow, uphill process as official Washington begins to react to what has happened.

Meanwhile, kids in a new, strange school. Their Kabul friends scattered all around the country and at other overseas missions. No continuity. Local people can't relate to what has happened to us. Have to explain to school principals and teachers children's experiences and needs. Some empathy forthcoming.

Search for a place to live while buying new clothing, household equipment, used car. Three months later the dog arrives; six months later, the car and some household goods. Much has been lost. Submit claims to private insurance company and wait for response. Meanwhile, spend more money to replace lost items. Slowly, life begins to return to normal as circumstances of the immediate situation in northern Virginia take over. Long phone conversations with former Embassy Kabul colleagues. It's good to be out and alive.

Bruce K. Byers
FSO, retired
Reston, Va.

Living in a Danger Zone

Karachi is the epitome of a "high-threat" post. We face extreme restrictions on where we can go and when, and we have to clear almost everything with the RSO. Still, we probably have some of the best morale of any post in the world, because we take care of each other, plan activities at our residences for all consulate employees, go swimming in the consul general's pool, and get out in town to shop, play sports, and attend parties both with other expats and with Pakistanis. While security consciousness has been pretty much hard-wired into us, we still manage to have a good time. Everyone who comes here on TDY goes away amazed at how fun it is around here. It takes special people to come to a place like Karachi, and I think we make the most of what we have.

Amy Tachco
Economic/Commercial Officer
U.S. Consulate General
Karachi, Pakistan

Evacuation: The Role of Churches

While serving at Embassy Vatican I was called upon to assist Embassy Rome with the evacuation from Tirana, Albania. Busloads of evacuees were brought from Italy's Adriatic coast to Rome, where we set up processing at the Holiday Inn. It soon became clear that evacuees came in two categories: those we could assist with onward movement (American citizens) and those we could not assist further (legal permanent residents and other non-citizens). As some of these latter bedded down in the hallways of the Holiday Inn, the hotel staff became agitated. They had leased us space only for processing evacuees and they wanted their hallways back. It was late at night and we had to find somewhere for about two dozen destitute and weary evacuees to sleep.

I'm a seminary graduate with an interest in religion so at each post I make contact with religious leaders. At about 9 p.m. I called my contacts — Methodists, Presbyterians, Baptists, Mormons and Catholics. These churches took everyone we had. At 4 a.m. we discovered that a South African family had a teenage daughter with a superficial gunshot wound but more than a little psychological trauma. The hotel doctor recommended immediate bed rest. The Methodist minister gladly accommodated the family even at that ungodly hour. And I'll never forget a Maryknoll father serving breakfast to eight hungry bedraggled evacuees in the order's dining room. Churches in Rome played an important role in the Tirana evacuation.

Lessons learned: Get to know religious leaders early in your tour. If they house evacuees, follow up to make sure the evacuees move on. Thank the leaders officially for their assistance. Have their phone numbers and contact information in your duty book.

Phil Skotte
Deputy Consul General
Budapest, Hungary

What They Care About Most

"Pack the things they care about most." This was the advice my husband gave me as we discussed our family's imminent departure from the scene of a military mutiny in the Central African Republic. It was two in the morning and he was calling from the embassy to give me instructions and the latest news. Eighteen American dependents had been moved into our house because, having once been used to house a Marine contingent, it was considered the safest in the area. Our four children were sharing a bedroom with me and now they were camped out around me on the bed and floor. But there was no need to whisper into the phone. Not one of them was sleeping. All evening there had been intermittent gunfire and frequent, piercing message signals from the walkie-talkie on the nightstand. Every embassy family had been given one of these little devices. When we arrived in Bangui for our first African tour, I had been amused by it. But it was now a communication lifeline with the embassy and transmitted information from there and other locations around the city that it might be unwise to miss.

"Pack the things that they care about most, " he said. I had packed underwear, clothing, shoes — a practical array of items to which any child would be indifferent, or worse, disappointed to find included in a collection of what might be the sum total of his personal possessions if, as seemed likely, our houses were looted after we departed. "Everybody up," I said, after hanging up the phone. "Mommy needs help with the packing. Go get whatever you would most like to take with you." (The bedrooms had all been assigned to the families staying with us, but this was currently a household of people running on adrenalin, awake, making plans — or just waiting, watchful.)

The clothes were dumped in a pile. Tiny figurines, dolls, a baseball cap, teddy bears, a china tea set replaced them. Our 8-year old daughter entered carrying Lou, a large stuffed pony. From fatigue, exasperation, and pity, too, that our children were faced with this kind of choice, I almost cried. "Sweetie, how can we? ..." Then, a solution came to me. "Get the scissors out of that sewing basket. You and your sister take Lou into the bathroom and put his stuffing in the trash can." Lou was folded flat and packed. So were most of the birthday presents, ordered months in advance, stacked in a corner awaiting the various "big days" that clearly would now not be celebrated as planned. So was my wedding dress.

Later, as I watched four children unpacking and arranging their treasures in a hotel room in Cameroon, the wisdom of my husband's advice, hastily given in the wee hours of a long night, struck me. For all they knew, these childish scraps and bits were the sum total of their worldly goods — but these were the ones that mattered. And that was enough.

Elizabeth Laeuchli
Budapest, Hungary

A Convoy Through the Congo

It was July 9, 1960, in Elisabethville, Republic of the Congo. At the consulate, we issued a recommendation to all American citizens that they should leave immediately. Consul Bill Canup and I (the vice consul) prepared our own families to drive south in a motor convoy to the Copper Belt in Northern Rhodesia. The previous night we had received advice from our Belgian army contacts that there would shortly be a conflict between two factions of the Force Publique (the local Congo army). One was supporting the current elected governor of Katanga province, and the other was supporting the defeated candidate, who was connected to Patrice Lumumba, about to be prime minister in Leopoldville.

The convoy departed in good time. Several hours later, as darkness came to the town, we could hear gunfire coming from the direction of the barracks. This lasted until the following morning, when a strange calm came over the city. We had warned everyone not to move about during this time. However, we learned that the Italian vice consul, looking for Italian citizens, had been stopped at a roadblock and shot. Then we learned that the pro-Lumumba group of soldiers had surrendered and were being shipped off to Kasai province, from whence they came. At the request of the provincial government, Belgian troops flew in, and that seemed to calm things down, at least temporarily. We brought our families back from Northern Rhodesia, safe and sound. Later the U.N. arrived, but that is another story.

By the way, July 9 is my birthday, and Bill Canup and I cracked open a bottle of champagne to celebrate my reaching the advanced age of 32.

John A. Anderegg
Program Officer
East Asian and Pacific Programs
Department of State

Evacuation from Mogadishu

In December 1990 the decision was made to evacuate all dependents and non-essential staff from Mogadishu, Somalia. The first effort utilized an Air Kenya flight; unfortunately, a smaller plane than expected arrived at the airport, so our families were left behind. Air Somalia was the second choice, but the plane could not get started. A Saudi flight came, but again engine problems prevented us from using that for the mission. After importing spare parts we finally were able to get everyone off the ground on the Somali plane. These attempts covered the better part of two days, shuttling everyone back and forth from the embassy to the airport, occasionally under fire, always under threat.

When the second plane refused to start, we pulled the Ground Power Unit from the hanger to assist; unfortunately, the batteries had been stolen. Two land rovers were connected to the GPU to jump-start it — still no-go. Finally, a small propeller plane backed up to the front of the 707, hoping to use the prop wash to spin the turbines. Again nothing, but it was interesting to see the efforts to jump-start a Boeing.

Our Marine security guards came through for us by providing needed shelter, food and companionship for our children, easing the stress of the moment for us parents. When the flight finally reached the first safe haven, Frankfurt, the consulate's Community Liaison Officer met the group and organized the onward trip to the U.S. She also worked with the USO to provide winter coats for the freezing refugees.

Other parts of the evacuation were also noteworthy, but this episode really stands out in our memories.

Jim Maher
Regional Financial Management Officer
Florida Regional Center

A Pre-Foreign Service Evacuation

I was not yet a Foreign Service officer (as I am now) when I found myself in N'Djamena, Chad on a United Nations consulting assignment in December 1990. Upon arrival in the capital, I registered my presence as an American citizen with the embassy. On a Thursday, I was notified through the warden system that there would be a meeting at the embassy that night. In the meeting, we were told that a rebel group had captured a town several hundred miles to the east of the capital and were planning, over the next several weeks or months, to advance on the capital. We were assured, however, that there was no immediate danger because the rebels were far away and that government forces were still in control of the capital, as well as of several other towns between the rebel-captured town and the capital. Because I was planning to leave the country in two days, I took these assurances at their word and put any thought of danger out of my mind.

The next day, however, the president and most high-ranking government officials fled the country. This left the capital in a state of anarchy. Soldiers, police and others with arms went on a looting and pillaging rampage. I was stuck in a hotel that had no effective security. On several occasions I saw groups of armed men drive by the hotel slowly, fairly obviously reconnoitering to see whether the hotel was a vulnerable target. As it happened, the back of the hotel was separated by a fence from a river that formed the border with Cameroon. Fearing the worst, I managed to cut a hole in the fence and was planning to swim across the river if necessary.

This dire contingency became unnecessary, however, when the French Foreign Legion came to the rescue! Early Saturday morning, armed men wearing the Foreign Legion berets I had seen previously only in movies took up stations on the ground, on the roof, and behind trees of the hotel. Later that day, all foreign passport holders were evacuated to the nearby French air base. From there we were flown in groups, courtesy of Air France, to Paris. The injured, along with women, children and families, were evacuated first, those of us without families in Chad last. I spent two nights sleeping on a warehouse floor but enjoyed the French food and wine the base provided.

On Monday morning, shortly before I departed on the last plane of evacuees, the rebels passed by the base on their way into N'Djamena. They were, ironically, a welcome sight, because they would at least represent some authority in a city that had had none for three days.

By the way, if you are going to be evacuated somewhere, Paris ain't a bad choice!

Craig Olson
Third Secretary
Narcotics Affairs Section
United States Embassy
Bogota, Colombia

Hardship and Heartbreak of Evacuation

Our arrival in Addis Ababa in September 1998 was preceded by an outbreak in June of hostilities between Ethiopia and Eritrea. Although hostilities had eased, tensions were high as talk of "trip-wires" and "drawdowns" were bandied about the embassy community. These were new terms to me, despite two previous tours as a Foreign Service spouse.

The emotional toll on family members during this time was great. Several had their bags packed by the door, several said, "I won't go until I'm forced to go." Others, like me, looked to our CLO and administrative section for guidance. Plans for the holidays were tentative and functions had to be kept small and informal. By January 1969, as hostilities once again flared, an evacuation was called and I found myself headed home to Seattle with our two young children.

Three families left post the night we left. Despite our efforts to keep the children informed of the situation, yet mindful of not scaring them, our 6-year-old son somehow didn't get the message that Daddy, the information program officer and an "essential" employee, was not going. "Hey, come on, Dad!" he called as we walked through Customs. I will never forget the look of shock and sadness that came over his face when it hit him that Daddy wasn't coming. I believe now that he went into a state of shock, because our usually talkative and happy little boy literally didn't speak for five days after we landed in Seattle.

Within a week it became apparent that I would need to enroll the kids in school. The local public schools had only one opening for the children: across town, class sizes were large and no busing was available. Rather than stay in separate lodging, I chose to enroll the kids in a small private school in the neighborhood and live with my parents. It was the best decision for us as the school was understanding of our situation, it was nearby and our allowance just managed to pay the tuition. Thankfully, my parents didn't charge us board and room. I did have to buy a vehicle, however, which was a bit of a financial strain. I would have much preferred to have found public schooling and separate lodging; returning home to live with my parents at the age of 40 isn't exactly what I — or they — had in mind, but it was the best solution for a bad situation at the time.

The evacuation was lifted after 60 days, but because the children were settled into the new school and I had enrolled in a computer course at a local community college, we chose to stay in Seattle until the end of the school year. Others returned to post, but for our family it was a better decision to stay where we were.

In retrospect, I now wish we had gone to Washington, D.C., where I could have had the support of the Foreign Service "family." I have since learned that the FLO office is very helpful to evacuees, but being across the country made it difficult to utilize their services. Others I have spoken with talk about the support structure at some of the local long-term hotels, where evacuees from posts all over the world can gather for emotional support and share information. Should we ever experience an evacuation again, I would unhesitantly choose D.C. as my home base.

Katherine McGifford
DCM OMS
Ouagadougou, Burkina Faso

Evacuation Isn't Always Awful

Arriving in Tunisia shortly after Saddam Hussein invaded Kuwait in August 1990, we knew our days in Tunisia were numbered. We dropped our bags at our new house and headed straight to Carthage with our two budding historians, aged 6 and 9, and during the next five months saw as much of the country as we could before the inevitable.

We prepared ourselves by talking about what might happen — to each other, to others at post, in letters to friends. We included the children in our discussions, not necessarily using "language they could understand." Children, by virtue of being children, live in a world they don't understand, and are generally comfortable with their ignorance — provided their parents seem confident in their ability to cope effectively with their own partial understanding.

We never fully unpacked, which made getting ready to depart easy. Although we didn't settle in physically, we did emotionally. The school was small and nurturing; the community warm and welcoming. We needed each other, so friendships formed quickly — and were cemented when we were reunited back in the U.S.

Air freight was simple. I insisted on essentials — all the Legos, all the Playmobiles, our most important books and music, things that would make our exile homier. We didn't anticipate moving back into our house, but our property manager had had the foresight to rent it to four Moroccan students, who returned home just as we returned to the U.S. So we camped out in our own home. We rented a table and chairs, TV and video, borrowed air mattresses and slept on the floor. The kids' Legos and Playmobiles filled the house. I loved having no furniture — cleaning was so simple!

I insisted on essentials — all the Legos, all the Playmobiles, books and music, things that would make our exile homier.

The children returned to the school they'd left in June. I anticipated an easy readjustment for our daughter, a more difficult one for our son. Adele, however, couldn't get into the same class as her best friend — a tragedy for a fourth-grader — while Max was welcomed into his first-grade classroom by the nurturing student teacher he'd had in kindergarten. The best friend still lived next door, however, and loved playing in our empty house after school.

When the evacuation was lifted my husband returned to Tunisia for a few months, until we were reassigned to Morocco. The children and I spent what amounted to an extended vacation at home. Not bad; not bad at all!

Kathy Uphaus is a freelance writer and the editor of The Jute Newsletter *in Dhaka, Bangladesh, where her husband Charles works for USAID.* ■

JERUSALEM DIVIDED

AN FSO WHO FIRST SERVED IN ISRAEL IN 1966 AND HAS OFTEN RETURNED REFLECTS ON THE CHANGES THERE. HIS SAD CONCLUSION? THE DREAM OF A UNIFIED JERUSALEM AS A CITY OF PEACE WITH OPEN ACCESS BY ALL PEOPLES AND FAITHS IS SLIPPING AWAY.

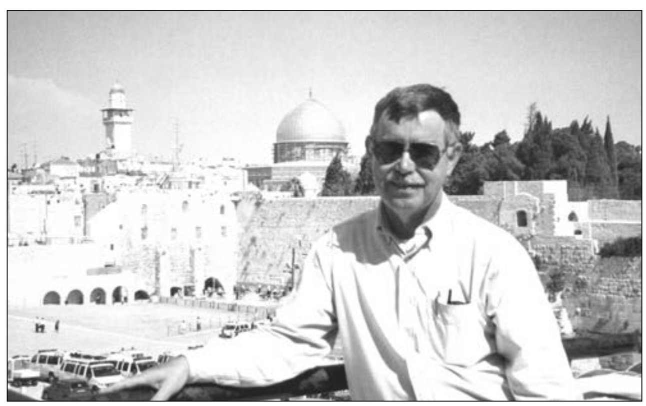
BY KENNETH STAMMERMAN

"Yesh lecha neshek? (Do you have a weapon?)" the young woman in Israel Defense Force uniform with sergeant's insignia asked as I approached her this past October along the 'seam' boulevard between Jewish Jerusalem and Arab Jerusalem, not far below the Russian Compound. I had been walking from the U.S. consulate general office in East Jerusalem, so she had seen me approach from a part of Jerusalem where the population was primarily Arab. And since I was wearing a sport coat even though it was a warm day, I fit enough of a profile to draw her attention. By appearance and dress, I could as easily be Arab or Jewish as what I was: an American Christian tourist, a retired FSO of German-Irish heritage walking back to my volunteer job in West Jerusalem with a new passport.

"Yesh lecha neshek?" she repeated in Sabra-inflected Hebrew. This was a fair question to ask of a Jewish Israeli coming back from the eastern side of the city, but a hostile one from a soldier if she expects an answer in Arabic. Her companion, another young woman in uniform, moved the aim of her heavy Galil assault rifle to my feet. I came to a stop, kept my hands out from my side, answered in English, "no weapon, just walking to Yafo Street." "Darcon (passport)?" she asked.

Kenneth Stammerman, an FSO from 1966 to 1994, served in Tel Aviv (twice), Manila, OECD Paris, Kuwait, Dhahran, and in several domestic assignments. Since retirement he has run his own consulting firm specializing in online systems management. He also lectures on foreign affairs topics in his retirement home, Louisville, Ky. He currently divides his time between Louisville and Jerusalem.

Both women, neither more than 20 years old, had ammo clips fully loaded in their weapons. I saw their companion prone on top of a wall a few meters up the street, his Galatz rifle with a scope. There must have been an alert; perhaps they were looking for a suicide bomber or other terrorist going to the western side that day. That's probably why this street along the seam was empty, I realized. The roving checkpoints along and near the seam come and go, and when alerts are high, nervous police or IDF units have weapons at the ready. So Arab residents generally avoid them if they can.



The author standing in front of the Jewish Quarter of the Old City. The Western "Wailing" Wall of the Temple is in the foreground, with the golden-domed Dome of the Rock in the background.

"Ken, yesh li darcon [Yes, I have a passport]," I replied, switching to Hebrew. "I have a passport, it is inside my jacket. I am going to reach inside and take it out, OK?" The sergeant nods, her companion holds the rifle pointed to the ground, not wanting me any nearer. A moment's grappling inside the tight pocket for the stiff new passport, and I lean forward, hand it fingertip to fingertip to the sergeant. She

The checkpoints within Jerusalem itself show how the city is again dividing itself along Arab and Jewish territorial lines.

matches the picture on the page to my face, smiles as she says "Bevakasha [please]," and waves me along.

Before the Intifadas

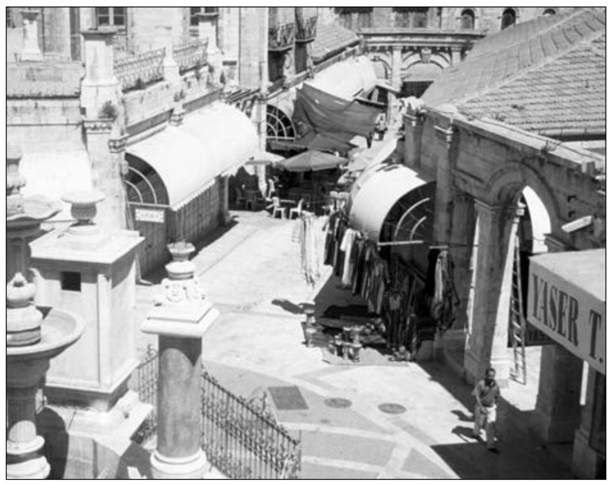
Fifteen years ago, before the first intifada in the late 1980s, such an encounter would never have happened. Checkpoints between the West Bank and Jerusalem or elsewhere in Israel proper would have even been unusual, and unheard of inside Jerusalem. Now, the checkpoints for crossing into the "territories," or between areas in the West Bank, are manned by heavily armed troops, and known as flashpoints for trouble and occasional exchanges of fire. The checkpoints within Jerusalem itself, though not yet entrenched or barricaded, are an indication of how the city is again dividing itself along Arab and Jewish territorial lines.

I first entered Arab East Jerusalem from Jewish West Jerusalem in 1967, not long after the war, as a junior officer from Embassy Tel Aviv. By the end of July 1967, all evidence of the so-called Green Line, beginning with the Mandelbaum Gate, had ceased to exist within the city of Jerusalem. Several junior officers from the embassy, trusty copies of prewar guidebooks in our hands, decided at the time to explore the marketplaces of the Old City. That was my first experience in navigating the souks, an activity which would come in handy in later years as a frequent control officer and guide for congressional delegations looking for bargains and tourist photo-ops in the Old City.

In those days after the 1967 War, hundreds of Israelis would descend on the Old City every Saturday when, because of strict Sabbath laws, the stores and restaurants on the west side were closed. There were other Israeli tourists, too long confined to their narrow strip of land along the Mediterranean, who wanted to see more of what life was like among their neighbors. Security was not something to worry about. The West Bank and Jerusalem merchants needed the business, and the overwhelming power of the IDF in June 1967 had driven resistance far underground. The IDF occupation hand was light, and so long as there was no trouble, everyone got along and business was very good. The Christian Arab merchants in the Old City and in nearby Bethlehem welcomed the booming tourist trade, and those of us from the embassy soon discovered our favorite stores and their generous discounts when we showed up by ourselves on weekends without commission-charging guides.

The Israelis took up their new responsibilities in Jerusalem as guardians of the Christian and Muslim holy places. They had objected vociferously to the desecration of Jewish holy places in Jerusalem by the occupying Jordanian forces and to the Jordanian barring of even non-Israeli Jewish worshippers from the Western Wall of the Temple after 1948. On taking control of the Old City as successors of Turkish and British governors, Israeli government personnel were shocked at the hostility of the

A restored plaza in the Jewish Quarter of the Old City, with a ruined synagogue in the background.



Looking down from a rooftop in the Christian Quarter of the Old City, into an Old City shopping area.

Christian sects towards one another at the Church of the Holy Sepulchre and other sites such as the nearby Church of the Nativity in Bethlehem. As a practicing Catholic, my views were listened to patiently in informal chats at the Israeli Foreign Ministry in those days as I tried to explain the spiritual calculus of indulgences associated with pilgrimages and relics from my long-ago-memorized catechism. (The nuns would have been proud.) I did note that the one time I was barred from worship in a Christian church in the Holy Land was by an Israeli soldier at the door of the Church of the Holy Sepulchre. I was carrying my newborn son to have him blessed at the Tomb, and the soldier stopped me, mistaking me for an Israeli, saying in Hebrew, "You should not go in there with a crying baby. This is a Christian holy place and Israelis have been disturbing the peace with their loud talking and crying babies." I took the crucifix on the chain from under my shirt and showed it to him, and we had a good laugh together as he waved me inside the church.

Change in the Air

On returning to Embassy Tel Aviv in early 1977 for what would become a four-and-a-half-year second tour, I found that the road to Jerusalem had become much easier, though the embassy's methods of working in the city had changed since 1969. Or perhaps I just had become much more aware of U.S. policy concerning Jerusalem since I devoted much of my second tour as an embassy officer in Jerusalem to assignments as economic officer and as a control officer for codels and White House visits.

In 1967, West Jerusalem was an Israeli outpost in the Judean Hills, connected to the rest of the country by a winding, narrow, two-lane road which detoured around the deadly battlefield of the Israeli 1948 defeat at Latrun and labored tortuously over the ridge near Kastel. The drive, if you got stuck behind a truck after the Bab-el-Wad entrance to the Judean Hills near Latrun, could take over two hours from the embassy on Tel Aviv's seafront. By 1977, there was a new, double-lane highway, and those

By the late 1980s, I could see that the good days in the Old City were ending because of the violence of the first intifada.

of us who would drive a motor pool car ourselves or, lacking one, grab an Israeli sherut (shared taxi), could make our way to the appropriate government ministry in Jerusalem in little more than an hour.

On a personal basis, U.S. embassy personnel in the late 1970s were free to travel in Jerusalem and the territories without restriction by the embassy, the consulate general, or the Israeli government. My family and I would spend many a weekend poking around in the Old City, getting to know the shops where antiquity dealers could come up with coins or lamps, learning the shortcuts between the various quarters of the Old City, and spending time admiring the beauty of the Dome of the Rock, the solemnity of the Western Wall of the Temple, and the chaotic geography of the Church of the Holy Sepulchre, all in the same day. There were few security issues to be concerned about, other than the occasional pickpocket preying on the crowds of tourists in the prosperous souks.

In handling codels — who always wanted to go to Jerusalem — or senior administration official visits, there was a veritable litany of nuances that all new officers had to learn regarding U.S. policy on Jerusalem. Eventually I recorded some of them in a handbook (I wonder if it still exists somewhere?) for the embassy's codel management in the city:

• Jerusalem was one city; the U.S. government never recognized its 1948 division. Therefore we had just one consulate general in Jerusalem, not two, but it had two offices, one located on the east (Arab) side and one located on the west (Jewish) side.

• The U.S. government did not recognize the 1967 Israeli annexation of East Jerusalem, since that would prejudice negotiations on the status of the city. So in our treatment of official visitors, we treated Jerusalem de facto as two cities, even though nobody was ever quite sure where the dividing line was. In practice, we would accompany codels and their Israeli Foreign Ministry escorts to some parts of East Jerusalem (e.g., the Jewish Quarter), but not others.

• At the same time, we did not say that Jerusalem was not the capital of Israel. Our embassy was in Tel Aviv as a matter of convenience until the legal status of Jerusalem was settled in negotiations among the parties concerned. After all, there was no requirement for any government to have its embassy in a country's capital.

For a Catholic raised on the pointillist angels of Thomistic Christology, the inherent contradictions and absurdities of the policy had a Yossarian-like beauty.

End of the Good Old Days

By the time of my next visit to Jerusalem in the late 1980s, when my late spouse and I traveled via Cyprus from our post in Saudi Arabia — juggling three passports each to keep our travel pages clean — the good days in the Old City were ending because of the violence of the first intifada. ConGen Jerusalem had already begun its policy of issuing travel warnings of possible violence in the Old City, and Israelis were becoming wary of shopping in places they were no longer welcome. I took my wife with me to the east side only on a quick visit to the Church of the Holy Sepulchre, leaving her back on the west side for my own, more thorough exploration of old shopping and tourist haunts.

I was well-received by friends of years earlier, who, while cursing the Israelis, were also lamenting the fall in business since the start of the troubles of the day. Yet the streets and alleyways of East Jerusalem were still bustling with pilgrim traffic, and there were no barriers keeping us from freely traveling to Bethlehem or anywhere in Jerusalem. In my discussions with Israelis, they still held to the concept of a united Jerusalem forever Israeli, though more and more they would be glad to be rid of the rest of the territories, especially Gaza.

How profoundly the atmosphere had changed by then was illustrated by an incident on one of my trips into the Christian Quarter during our visit. I had settled into a discussion with a shopkeeper I knew from the old days, intent on buying a camel-leather purse as a gift. We had started the ceremony of getting to a price by his ordering tea and my asking him about the health and whereabouts of every male member of his clan I knew of. As we talked, we both noticed a sudden drop in the volume of the souk's background noise, the chatter and calls which normally echo across the square by the Lutheran Church just east of the gate to the Holy Sepulchre compound. Glancing up, we stuck our heads through the clothes and leather goods hanging in front of his shop and saw a squad of Israeli border police filing into the square, all carrying staves. They must have been expecting trouble. Within a minute, my friend and I came to the price which would normally have taken 20 minutes to negotiate, and I left with the purse, hustling away through an alley in the other direction as he slammed the metal door down in front of the store.

As a Catholic raised on Thomistic Christology, the absurdities of U.S. policy toward Jerusalem had a Yossarian-like beauty for me.

During each of the past two years, I have traveled to Israel, alone now as a new widower, for extended stays, spending a few weeks on an archaeological dig in the Galilee, then volunteering for months at an interfaith museum in West Jerusalem. Our dig has been the only one staffed with foreign volunteers, since American universities are too frightened over liability issues to allow students to join in archaeological expeditions in the area. Our group of mostly retired Christians from the southern U.S. ends our dig at a Byzantine site with a few days in Jerusalem where the archaeologists take us to sites where we all have easy access, the usual tourists and foreign students having disappeared. Once my fellow American diggers leave, I remain as one of the few tourists in the Holy City. The Israelis give me a 90-day visa, usually unenforced for at least a month's overstay.

Above: a street scene in the Old City of Jerusalem. Below: the Church of St. John the Baptist, Ein Karem, Jerusalem.

As I write this article in December 2002, the city is redividing itself. One morning, I walk back into the Old City, stop in stores I visited first in the hopeful days of 1967. The Palestinian owners or their sons greet me by name as if I had seen them the day before instead of 11 or even 20 years earlier. Over tea, we talk. One shop owner asks about my son, who came back on his own as a high-school student to dig and to hitchhike the country and wander the Jerusalem byways for a couple of months in the mid-1980s. My Palestinian friend remembers the day of my son's baptism. Old friends becoming old men, we talk for hours over tea and coffee. Business is not just bad. It is nonexistent. The few trinkets I buy are his only sales of the day. Even though there has still been no terrorism targeting tourists or pilgrims in the Old City, Westerners have stopped coming. Many shops are shuttered, and Christian Quarter merchants are selling out to Muslims, taking their assets and moving to America or Europe from a city which had been theirs for centuries. The Palestinians blame the Israelis for their troubles, never criticizing their own leadership other than very indirectly by saying that, of course, they oppose terrorism and the bin Ladins. For all the economic losses the intifada causes, they say they will be happy if they never see another Israeli the rest of their lives.

It is now mostly the old men who make the daily trip from the West Bank to mind the Jerusalem stores, not wanting the young men to face the humiliation and possible violence at the Bethlehem or Ramallah roadblocks. They fear for their families and the future.

As for my Israeli friends, most of those who used to be in Peace Now or the leftist, pro-compromise part of Labour now would be pleased to never see another Palestinian Arab for the rest of their lives. The rejection by the Palestinian leadership of the Clinton/Barak proposals, which these friends now regard as almost dangerously generous, and the approval by the same leadership of a terrorist campaign targeting their cities and their families, have pretty much destroyed the Israeli peace camp. It has also led these same Israelis to approve proposals to physically redivide Jerusalem, as they will redivide the entire Holy Land, along Arab-Israeli lines.

Sovereignty over the Old City will remain the hardest of all negotiating problems, but eventually clever diplomats and fine words will find a way to paper over the differences once the terrorism and killing end. They generally do. The result will be that whatever the de jure language, Palestinians will de facto gain jurisdiction over the Arab neighborhoods of Al Quds, from Sheikh Jarragh to Abu Dis — albeit at the cost of any participation in the Israeli economy. Instead of roving patrols and checkpoints, there will be fences and walls keeping Palestinians, including Jerusalem-resident Palestinians, out of Israel and Jewish Jerusalem.

I see the lines being drawn daily in Jerusalem. Although the era of a unified city which began in that long-ago hopeful summer of 1967, bringing an era of unprecedented prosperity for all its residents from the 1970s to the 1990s, does not have to end this way, I fear it will. Those few of us who still cross the lines and wander its streets and alleyways on both sides despite official warnings will always find a way to get around. But the dream of a unified Jerusalem as a city of peace with open access throughout the city by all peoples and faiths is slipping away. ■

Books

Blending Cultures

Foreign at Home and Away: Foreign-Born Wives in the U.S. Foreign Service
Margaret Bender, Writers Club Press, 2002, $16.95, paperback, 200 pages.

Reviewed by Ben Justesen

One benefit of leaving the Foreign Service is that you never get that far away. I work in Washington's non-profit sector, where I recently heard about Margaret Bender's intriguing self-published book, *Foreign at Home and Away: Foreign-Born Wives in the U.S. Foreign Service.*

An Australian-born Foreign Service spouse, Bender had already published an article in our newsletter, *GED Items*, back in 1998 recounting her experience taking the GED tests when she finished college. In addition, her book's subject fascinated me, for I had "acquired" a foreign-born spouse on my first tour (Kingston).

The book is a quick read — slim, elegant, perceptive. It contains interviews with 40 foreign women, from 28 countries, who married U.S. diplomats before or during their own careers. Many struggled against high barriers of culture and language, yet the struggle was always worthwhile, just not always fun. Their stories are candid, engaging, even uplifting, but what struck me most was an underlying similarity of theme: a subtle sense of shared struggles, difficult choices, of hidden pain and disappointments.

> *The book is slim, elegant and perceptive — oral history at its most entertaining.*

Few seemed unhappy with overseas embassy life in general, although not all had fulfilling social lives and some longed for more challenging employment opportunities. Many detested Washington assignments, distrusted the U.S. bureaucracy, found American social circles cliquish, and wished their husbands worked less and stayed home more. (A strangely familiar litany!) I'd often wondered why my wife, a globe-trotting Caribbean flight attendant, found the transition to dependent spouse so vexing, why she'd gravitated at every post to non-embassy circles, mixing mostly with other foreign-born wives. I blamed her exotic temperament. Now I understood: group therapy!

Foreign at Home and Away is oral history at its most entertaining, arranged in understated fashion by a practical writer who groups by topic, not individual. There is no pity here, no complaining about the silliness of a system which forced so many talented wives to step back and "support" their husbands, offering little recognition or appreciation. The book simply details their accomplishments, from mundane — learning to drive — to miraculous: choosing which language to teach one's child.

Elisabeth Herz, 76, exemplifies stubborn pragmatism, the battle standard of the successful spouse. The Viennese medical student postponed her career in the 1950s after meeting Martin Herz, eventually U.S. ambassador to Bulgaria. Over two decades, she juggled her intermittent career with his, volunteering abroad after completing a Washington medical residency. She weathered the ambassador's wife's open hostility (first tour) and survived a brutal attack by a deranged man (last tour). Eventually she became a women's psychotherapist, returning in widowhood to Austria to work and teach.

Herz's story is extraordinary. Yet her companions — most of whom use only first names — offer equally poignant accounts. There is Bo-Yeon, a South Korean flight attendant whose suspicious father had her fiancé investigated before allowing the marriage. Inger, a Danish nurse, married her patient after his serious automobile accident. Maria Bauer's future husband rescued her Czech family during World War II. Susi, a Kuwaiti economist, met her husband in post-war Kuwait. Not every story ends happily. The book was inspired by the life of Prabhi Kavaler, an Indian-born spouse turned FSO, killed in the 1998 Nairobi bombing.

Bender's achievement in oral history is impressive, yet no commercial publisher saw a market. Eventually she gained encouragement from ADST-DACOR, in whose Diplomats and Diplomacy Series it appears. The final self-published product is attractive. But who will read it? How many foreign-born spouses are there? More than you'd think. The Family Liaison Office estimates a third of all spouses are foreign-born; Bender's informal studies indicated half at Seoul and Tashkent.

Who else should read it? Anyone ever in the Foreign Service. Anyone interested in cross-cultural marriages, or wanting a peek inside the lives of some very determined women. Finally, *Foreign at Home and Away* should be required reading for every new FSO — male or female, single or married. Far better, believe me, to understand the mysteries ahead.

Ben Justesen, a former FSO, works as Director of Special Projects for the GED Testing Service, part of the American Council on Education. He and his wife Margaret live in Alexandria.

Myopic Diplomacy

Another Century of War?
Gabriel Kolko, The New Press, 2002, $15.95, paperback, 150 pages.

REVIEWED BY DAVID W. BOYLE

In *Another Century of War?*, noted historian Gabriel Kolko examines the premises and consequences of American foreign policy since the 1950s, which he condemns as counterproductive and reactive. In his view, American foreign policy-makers have not just been inept, but dangerously shortsighted — so much so that their actions have actually undermined our national security. As he puts it, "The United States' international policies ... have produced consummate failures. ... Neither realistic nor ethical, its foreign policy is a shambles of confusions and contradictions; pious, superficial morality combined with cynical adventurism. ..."

The author builds his case by surveying American actions in the Middle East. He maintains that since the end of World War II, the United States has never understood the political complexities of the region, particularly the importance of Arab nationalism, and has supported corrupt, authoritarian regimes which have choked off legitimate dissent and left Islamic radicals as the only voice for reform. Nor have our attempts to practice "balance of power" diplomacy there fared any better: Iraq's invasion of Kuwait in 1990 took place despite the fact that the U.S., Kuwait and Saudi Arabia had all strongly supported Iraq for nearly a decade as a counterweight to Iran.

Kolko deplores what he sees as America's willingness to substitute tactical, military victories for long-term solutions.

Turning to more recent developments, Kolko grants that the recent military action by the United States in Afghanistan was a tactical victory, but he predicts that it will end in a strategic debacle in South Asia. By supporting the Northern Alliance, the United States sped the defeat of the Taliban but at the cost of destabilizing Saudi Arabia and Pakistan, countries far more important to American security.

As that example suggests, the source of these blunders is, in Kolko's analysis, America's willingness to substitute tactical, military victories for long-term political and economic solutions. He points out that military victories cannot solve the underlying problems — poverty, human rights abuses, and illiteracy — that spawn conflict. What is needed instead, is for the United States to clarify its goals in the world and ensure that its national interests match its military commitments, an assessment that Kolko believes will mean acknowledging the limits of American power and reducing, or ending entirely, military interventions abroad. He maintains that unless the United States adopts a foreign policy that is far more modest, it — and the world — face another century of war.

The work suffers from some weaknesses, to be sure. At 150 pages, it is too slim to really prove the author's thesis, particularly since he has an unfortunate tendency to repeat himself and resort to overstatement (for example, he calls Russia a "military superpower"). In addition, Kolko sees no gray areas in political debate and spends little time discussing the limitations all politicians face in implementing policy. And his own foreign policy prescription is even less realistic than the ones he ridicules: "Everyone ... would be far better off if the United States did nothing, closed its bases overseas and withdrew its fleets everywhere."

Even so, *Another Century of War?* succeeds at its main purpose, which is to examine the fundamentals of American diplomacy and to challenge the conventional wisdom of America's foreign policy establishment. At a time when many in Washington are congratulating themselves prematurely for victory in Afghanistan and planning additional military action in Iraq, Kolko's dissent is not only welcome but indispensable. ■

FSO David Boyle has served in Lagos and Malabo. He is currently a watch officer in the Nuclear Risk Reduction Center.

IN MEMORY

Ambassador Alfred L. Atherton Jr., 80, a Foreign Service officer and Middle East expert who helped in the negotiations that led to the 1978 Camp David peace accords between Israel and Egypt, died Oct. 30, 2002, at Sibley Memorial Hospital in Washington, D.C., of complications related to cancer surgery.

In a tribute to Amb. Atherton, Secretary of State Colin Powell cited his "exemplary" Foreign Service career spanning 38 years, during which Amb. Atherton "earned a reputation for excellence, tireless devotion, loyalty, and a genuine care for his colleagues and diplomatic counterparts." His career included four years as ambassador to Egypt and four years as assistant secretary of State for Near Eastern and South Asian affairs. In this role, he directed one of the State Department's most critical sections, with responsibility related to not only Arab-Israeli disputes, but also the hostility between India and Pakistan. He also served as director general of the Foreign Service and director of personnel for the State Department.

Following retirement in 1985, Amb. Atherton remained deeply involved in policy and personnel issues at the department. "His presence will be deeply missed, but his contributions to the department and the United States will never be forgotten," said Secretary Powell.

As a Middle East peace negotiator, Amb. Atherton was said to have been able to understand and articulate the historic grievances of Israelis and Palestinians, and to have had the trust of both sides. In 1978, President Carter named him ambassador-at-large for Middle East negotiations, and Atherton spent two years as a shuttle diplomat, traveling between Middle Eastern capitals.

As ambassador to Egypt from 1979 to 1983, Mr. Atherton presided over what then was the largest U.S. diplomatic mission in the world, with a staff of 872 Americans and 500 Egyptians. After the Camp David accords, hundreds of Americans were dispatched to Cairo to help administer $1.5 billion a year in military and economic assistance that flowed from the United States. In October 1981, midway through Atherton's tenure as ambassador, Egyptian President Anwar Sadat, who had agreed to make peace with Israel, was assassinated by a commando group led by an Egyptian Army lieutenant.

A resident of Washington, Amb. Atherton was born in Pittsburgh, Pa. He graduated from Harvard University and served in the Army in Europe during World War II. He received a master's degree in economics from the University of California at Berkeley.

Mr. Atherton joined the Foreign Service in 1947, and in early assignments served in Germany, Syria and India, in addition to postings in Washington. He had a reputation as a tireless worker who routinely was in his office by 7:30 a.m. and rarely left before 8 at night, and was fiercely loyal to the Foreign Service as an institution.

In a widely publicized incident in 1976, recounted by Bart Barnes in the *Washington Post*, Mr. Atherton stepped forward to take public responsibility for leaking classified material to a magazine writer for an article on secret talks between Secretary of State Henry A. Kissinger and Middle Eastern leaders. Within the State Department, it was widely suspected that Mr. Atherton had in fact taken a fall for Kissinger, but this was denied by Deputy Under Secretary of State Lawrence S. Eagleburger, who conducted an official inquiry into the leak. The State Department made a public announcement that Mr. Atherton had been "severely reprimanded" by Kissinger, but the reprimand appeared to have little impact on his career. Shortly thereafter, Kissinger invited him to lunch with the Israeli foreign minister for a discussion of important aspects of U.S. policy in the Middle East. Two years later, Carter named Mr. Atherton ambassador to Egypt.

In his personal life, Mr. Atherton, who was known as "Roy," was a camera enthusiast who took hundreds of slide photographs at family gatherings and in his travels around the world. He had an exceptional memory for names and faces. Family members told *Washington Post* reporter Bart Barnes of a recent incident at a Giant Food parking lot on Wisconsin Avenue, when Mr. Atherton was stopped by a man who addressed him as "Mr. Ambassador." Atherton had not seen the man in 20 years, but addressed him by name and inquired after his wife and children. The man was the former chauffeur of the Egyptian ambassador in Washington.

Following retirement from the Foreign Service, Amb. Atherton was director for six years of the Harkness Fellowship program of the Commonwealth Fund of New York, which subsidizes fellowships in the U.S. for people from the British Isles, Australia and New Zealand. From 1989 to 1998, he was director of the Una Chapman Cox Foundation, which awards fellowships to Foreign Service officers. He also wrote articles for the op-ed pages of newspapers and was a visiting professor of Middle Eastern affairs at Hamilton, Mount Holyoke and Birmingham Southern Colleges. He was a member of All Souls Unitarian Church in Washington, D.C.

Survivors include his wife of 56 years, Betty Wylie Atherton of Washington; three children, Lynne, Reed and Michael; three grandchildren; and two great-grandchildren.

A Memorial Service was held at All Souls Unitarian Church in Washington, D.C. on Nov. 23. Designated charities are Search for Common Ground, 1601 Connecticut Ave., N.W., Suite 200, Washington, DC 20009, and Seeds of Peace, 1321 Wisconsin Avenue, N.W., Washington, DC 20007.

Ambassador William Gleysteen, 76, an expert on China, who played a key role in the long process of normalizing relations with the People's Republic, and was ambassador to South Korea during the crisis period of the late 1970s, died of leukemia on Dec. 6 in Washington, D.C.

In his eulogy, Secretary of State Colin Powell commended Ambassador Gleysteen as "an exemplar of the highest ideals of public service … an outstanding person and professional, dedicated to the service of his country and the good of its people."

Secretary Powell reviewed the highlights of Amb. Gleysteen's 30-year Foreign Service career. "After entering the Foreign Service in 1951, Amb. Gleysteen quickly became one of the department's top experts on East Asia. In Washington and on assignment abroad, his insightful counsel was sought and relied upon by the leaders of the department and of the entire U.S. government," said Powell. "His distinguished service as the U.S. established diplomatic relations with the People's Republic of China and, especially, as ambassador to the Republic of Korea at a time of great importance to the bilateral relationship were highlights of an extraordinary career. Before entering the Foreign Service, he had served his country in the U.S. Navy. After his retirement from the Foreign Service, he continued, in several capacities and in his thoughtful and scholarly writings, to promote improved relations between the United States and the countries of East Asia.

"His many friends and colleagues inside and outside the Department of State have lost a great and true friend," Secretary Powell concluded. "He will be deeply missed."

William Henry Gleysteen was born on May 8, 1926, in Beijing, the son of Presbyterian missionary-educators who worked in China before and during World War II. He was fluent in Mandarin Chinese. In 1943 he was interned by the Japanese with his parents and a brother, but was later exchanged for Japanese internees in the U.S. Mr. Gleysteen went on to serve in the Navy at the end of the war.

Returning to America, he received his B.A. degree from Yale University in 1949 and an M.A. in international relations in 1951, the year he entered the Foreign Service. Mr. Gleysteen received assignments in Asian affairs from the outset. He was director of the Office of Intelligence and Research for East Asian and Pacific Affairs from 1969 to 1971, and deputy chief of mission in Taipei from 1971 to 1974.

From 1974 to 1976, and again in 1977 and 1978, Mr. Gleysteen was posted in Washington as deputy assistant secretary of State for East Asian and Pacific affairs. He was also detailed to the National Security Council as senior staff officer for East Asia and the Pacific. During these years in Washington, he served as senior adviser to two successive secretaries of State in the normalization of U.S. relations with China, a goal he sought to promote throughout his career. Amb. Gleysteen is still remembered as one of those who helped rebuild the State Department's expertise in Chinese affairs after many of its best Sinologists had fallen victim to Senator Joseph McCarthy's anti-Communist campaign.

President Jimmy Carter appointed Mr. Gleysteen ambassador to South Korea in 1978. The year after Mr. Gleysteen arrived in Seoul, South Korean President Park Chung Hee was assassinated by leaders of his intelligence service, and a military coup followed, provoking a popular uprising that was brutally suppressed.

As ambassador to Seoul, Mr.

Gleysteen personally helped persuade President Carter, during a presidential visit to the country in 1979, to reverse his election campaign pledge to pull American troops out of South Korea. As reported in the *Washington Post*, Richard Holbrooke, then assistant secretary of State for East Asian and Pacific affairs, recalled in an interview how after a difficult meeting with the South Korean leadership, President Carter drove back to the ambassador's residence accompanied by Mr. Gleysteen; Secretary of State Cyrus R. Vance, who also opposed troop withdrawal; and National Security Adviser Zbigniew Brzezinski, who favored it.

"The limousine drew up at the front door and nobody got out," Holbrooke remembered, "so we looked in through the window and saw Bill Gleysteen talking, talking, talking." The upshot of that prolonged argument? President Carter reluctantly agreed to reconsider his withdrawal pledge.

Toward the end of his tenure in 1981, as the *New York Times* reported, Amb. Gleysteen faced another delicate task as he sought to persuade South Korea's military leaders not to execute the opposition leader, Kim Dae Jung, who had been condemned to death for political offenses. (Kim Dae Jung was elected president of South Korea in 1997.) Amb. Gleysteen had the challenging task of managing America's relationship with a close ally in the grip of a severe political cisis. Amb. Gleysteen subsequently wrote about these times and the U.S. response in his book, *Massive Entanglement, Marginal Influence: Carter and Korea in Crisis*, which won the American Academy of Diplomacy's Douglas Dillon Award for a Book of Distinction on the Practice of American Diplomacy in 2002.

Upon retirement from the Foreign Service in 1981, Amb. Gleysteen became director of the Asia Society's Washington Center. In 1983, he moved to New York, where he was director of studies at the Council on Foreign Relations and president of the Japan Society. In 1995, Amb. Gleysteen moved to Bethesda, Md.

Amb. Gleysteen's marriage to Zoe Gleysteen ended in divorce.

Survivors include his wife, Marilyn Wong Gleysteen of Bethesda, Md.; three children from his first marriage, Thea Clarke of Bethesda, Guy Gleysteen of Fairfield, Conn., and Michael Gleysteen of Ashburn, Va.; a daughter from his second marriage, Anna Wong Gleysteen of Bethesda; a sister, Ms. Anne Gleysteen Kramer of New York City; and seven grandchildren.

Amb. Gleysteen's brother, Culver Gleysteen, a retired FSO and U.S-Soviet relations specialist, died in October 2002.

Glenwood B. Matthews, 93, retired Foreign Service officer, died Nov. 5, 2002, at his home in Orlando, Fla.

Mr. Matthews was born in Eastport, Maine in 1908. He began his career as a telegrapher with Western Union at age 16. Due to his ability as a telegrapher the Office of Strategic Services recruited him during World War II to operate clandestine radio stations in occupied territories. Following his time in uniform he served as a general services assistant until 1956. In this capacity he served in Seoul, Manila, Jakarta, Montevideo and Bogotá.

Mr. Matthews was commissioned in 1956 as an FSO in Frankfurt, Germany. In this capacity he served as administrative officer in Lisbon, New Delhi, Colombo, Khartoum and Washington. In 1968 he retired to Orlando, Fla., but resumed his travels in 1973, accompanying his wife Ruth on her assignments as an FSO. Her assignments took them to Monterrey, Mazatlan, Rio de Janeiro, and the Azores. In 1988 Mr. and Mrs. Matthews returned to Florida, where they both retired.

His wife of 42 years, Ruth, and his son William survive him.

Maija-Leena Clarkson, 55, wife of FSO John C. Clarkson, died of natural causes March 18, 2002, while receiving treatment at a medical clinic. A memorial service was held May 6 at the Advent Lutheran Church, Arlington, Va. Mrs. Clarkson was cremated, and her ashes will be interred in Finland.

A native of Finland, Mrs. Clarkson had accompanied her husband on assignments to Jamaica, Syria, Finland, Uzbekistan, Malaysia and New Zealand. An active member of Associates of the American Foreign Service Worldwide and the Foreign-Born Spouses Network, Mrs. Clarkson served as CLO in Damascus and as a USAID contractor in Tashkent. She was also a former member of the faculty and president of the Virrat Commercial College in Finland, and worked at the Madison Hotel during her husband's assignment to Washington.

She is survived by her husband,

John, of Embassy Helsinki, and two sisters, four nephews, and one niece, all of Finland.

Frances F. Switt, 65, a career USIA cultural affairs officer, died during a visit to New York City on Nov. 9, 2002, after a long battle with cancer.

Ms. Switt, who had been living in Florida since her retirement in 1995, was legendary within the U.S. overseas cultural and information program for her ability to raise funds from U.S. and foreign companies to help the government stage large-scale cultural programs, including art exhibits and classical and popular musical events, for foreign audiences.

She was born in Farmington, N.J. in 1937, and educated at Sophie Newcomb College in New Orleans and at Yale University, where she studied international relations as a Woodrow Wilson Scholar.

Ms. Switt entered the Foreign Service after working for a joint U.S.-Brazilian cultural center in Bahia, and was sent to Brasilia to run the Thomas Jefferson Center just established in the new capital. Her love of that country led her to return several times for postings in Rio and Bahia and as national cultural affairs officer based in Brasilia. She also served as cultural affairs officer in Buenos Aires, as director of the U.S. Cultural Center in Paris, and as director of the USIA program in Port-au-Prince.

Ms. Switt found a strong relationship between the art and culture of Haiti and that of her beloved Bahia, and acquired a large collection of art from both places. She was a major donor of both Haitian and Latin American art to museums and galleries, most notably the Bass Museum in Miami.

U.S. assignments included directing the U.S. reception centers in New York and Florida, in which travel programs for official guests of the U.S. government were designed and overseen. She was lauded for maintaining the operations of the Miami center from staff members' homes during Hurricane Hugo in 1989, despite peak winds of 160 miles per hour. She was also seconded to Washington's Corcoran Gallery of Art to work on special projects for the director of the museum.

After her retirement from USIA, Ms. Switt became program coordinator for Lynn University in Boca Raton, Fla., where she helped recruit scholarship students from Brazil and Argentina.

Ms. Switt had recently completed a European visit to art centers in St. Petersburg, Berlin, Rome, London and Paris, despite rapidly advancing cancer. After returning to her retirement home in Gainesville, Fla., she insisted on making her annual visit to New York to see the season's new plays and ballets. She suffered a fall shortly after arriving, and died without regaining consciousness at New York Presbyterian Hospital.

Her many friends, scattered around the globe, are planning a memorial service in her honor to be conducted on the Internet.

She is survived by her brother, Joseph Switt of Ocala, Florida and her nephew, Randall Switt of Gainesville, Florida. The family suggests contributions in her memory to the American Cancer Society.

Wendell Wilfred Woodbury, 82, a retired Foreign Service officer, died Nov. 8, 2002, at Inova Alexandria Hospital in Alexandria, Va., from pneumonia and Alzheimer's disease.

Mr. Woodbury was born April 29, 1920, in Crocker, S.D., to Wallace Charles Woodbury, a telegrapher and railroad station agent, and Inga Skavang of Crocker. With his family, he later moved to Corwith, Iowa, where he received his bachelor's degree from the University of Iowa in 1942. During World War II he served in the Pacific from 1943 to 1946, when he was discharged as an infrantry captain. After receiving an M.A. in economics from Harvard University in 1949, he entered the Foreign Service as a vice consul.

Postings took him twice to Japan, to the Dominican Republic, to Algeria and to Denmark, where he headed the economic section of the embassy and on occasion became deputy chief of mission and chargé d'affaires. Two postings to Washington involved economic intelligence analysis and work with international organizations. He was a member of the 1974 class of the Senior Seminar of the Foreign Service. After retiring from the Foreign Service in 1980, he divided his time between homes in Alexandria, Va. and Marlborough, N.H. He also enjoyed extensive travel.

Survivors include his wife of 52 years, Elizabeth Woodbury of Alexandria; a son, Jonathan Woodbury of Moorpark, Calif.; two brothers; and two grandchildren. A son, Alden, preceded him in death.

John C. Leary, 78, retired Foreign Service officer, died of cancer Aug. 4, 2002, at his home in Alexandria, Va.

Born in Hartford, Conn., Mr. Leary served in the Army Air Forces in Europe during World War II. He was a fighter pilot and a flight instructor, and his decorations included the Distinguished Flying Cross. Mr. Leary was a graduate of Yale University, where he also received a master's degree in business administration. He attended the Wharton School of Business at the University of Pennsylvania.

Mr. Leary's Foreign Service career spanned 38 years, from 1950 to 1988. He retired following service as charge d'affaires at Embassy Grenada. An economic officer, Mr. Leary held posts in Europe, Asia, North America and South America. He also was a U.S. representative to the U.N. Industrial Development Organization and a diplomatic courier.

The Learys have maintained a home in the Washington area since 1959. He was a co-founder of the Colonial Swimming League of Northern Virginia and a member of Blessed Sacrament Catholic Church and the Brookville-Seminary Valley Civic Association, both of Alexandria. Mr. Leary also did volunteer work for Meals on Wheels.

A daughter, Patricia Fay Leary, died in infancy.

Survivors include his wife of 52 years, Nancy Smith Leary of Alexandria; five children, Robert Leary of Springfield, John Leary Jr. of Alexandria and Suzanne Leary Taylor, Barbara Leary Jones and Maggie Leary Barrett, all of Richmond; and three grandchildren. ■

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REFLECTIONS

Apricots, Cayenne and Beggars

BY ERIC FREEDMAN

Need some fiery cayenne pepper, a pair of knock-off designer jeans, a leather belt, a cow's head with the skin still on, eggs, or toilet paper? How about a pocket calculator, a how-to-learn-English pamphlet, a toddler's plastic tricycle, a kerchief or some mutton fat? Or a Coke-bottleful of oil for your car, a block of butter for your table, an umbrella, a pack of cigarettes or even a single one? Perhaps you'd fancy some flowers, plastic or fresh, a lottery ticket, plastic carrying bags, or cleaned cow's intestines? Or could you use a map of Uzbekistan, dried apricots, or a rusting rake without a handle?

At first, Tashkent's sprawling Chorsu Bazaar is overwhelming. It's easy to get lost, but soon there's evidence of a system, more or less. Pedal-powered shoe repair equipment occupies one section; the women's clothing stalls cluster in another spot, while toys are more or less together and so are spices. Hardware, auto and plumbing parts cluster near one side of the bazaar. Most potato specialists sell next to each other, as do the onion specialists and the wrapped candy specialists. Elsewhere you'll find sellers of bare-root trees, handmade brooms, melons tied individually with straw strings for easier carrying. Shoes, mostly black, mostly square-toed and mostly shiny, stretch on and on. But socks are omnipresent. How many people sell socks here? They're everywhere, whether a few pairs or a full table's worth.

> *Some sell a small inventory of oranges, apples and garlicky sour pickles.*

Smells of cooking meat and burning charcoal waft through the air. Throughout the bazaar, people grill metal skewers of shashlik, a popular mutton kabob with chunks of fat. Large enamel pots simmer with osh or pilau, the omnipresent, oily mix of rice that can contain chickpeas, raisins and vegetables, topped with chopped mutton. There are the aromas of meat-filled pastries and buns. For vegetarians, there are vendors of the sunflower seeds, a few pennies a packet. A popular item, their off-white shells are scattered all over the ground.

And there are sounds. Music blares from audiocassette stalls. Butchers, clutching bloody, paper-wrapped bundles of fresh meat, importune passers-by. There's the chopping sound of a man hatcheting away at a sheep's carcass. The amplified voice of a bingo caller bleats over the bazaar.

Not all selling takes place in stalls or at tables. Along one stretch of the bazaar, women stand shoulder to shoulder, each with an armful of coats or dresses on hangers. Along another stretch, some sell bunches of dry herbs and next to them, some sell a small inventory of oranges, apples and garlicky sour pickles.

On the literal fringes of the bazaar are stoic vendors who live on the edge of survival. They come to Chorsu with their pitifully small stock — a handful of used clothing, a few empty glass jars, well-worn slippers, mismatched keys without locks and unidentifiable odds and ends of hardware spread on a shabby piece of cloth. They come with stamina and patience and desperation. How have their dreams and ambitions spiraled down to this? As I walk by, I wondered how many go home without selling a thing? How do they face a hungry night?

During my trip home, a girl knelt in the Metro car and chanted loudly. She rose and walked from passenger to passenger. A few reached into their pockets for change. I ignored her, pitiful as she looked. Then I shifted my plastic bags filled with spices and apricots. I reached into my pocket and pulled out three coins.

Did I do wrong? Would my cayenne now be more piquant and would my apricots now taste sweeter? ■

Eric Freedman was a Fulbright lecturer in Tashkent, Uzbekistan from January through June 2002. He is now an assistant professor of journalism at Michigan State University. The stamp is courtesy of the AAFSW Bookfair "Stamp Corner."

2002 TAX GUIDE INSIDE THIS ISSUE

AFSA NEWS

American Foreign Service Association • February 2003

BUUILDING A CONSTITUENCY

AFSA-PAC: FIRST REPORT

BY TOM BOYATT, TREASURER

On Feb. 6, 2002, the AFSA Governing Board, after vigorous debate, approved the creation of a political action committee by a 10 to 5 vote. This action was the culmination of a decade-long evolving consensus that AFSA should actively seek to build a constituency, rather than complaining about the lack of one.

Since 1994, succeeding boards have devoted increasing financial and human resources to influence the congressional process and to tell the Foreign Service story to the American people. The first step was the January 1995 creation of a full-time congressional relations position and the subsequent hiring of Ken Nakamura for the job. For eight years Ken has worked hard and successfully to keep the board apprised of what is happening on the Hill and to influence the authorization process by consultation and discussion — particularly with congressional staffs.

Similarly, in March 2001 AFSA moved to create our own "public diplomacy" function by establishing a full-time public affairs position and hiring Tom Switzer, an experienced USIA veteran, to fill the position. Print and electronic media placements, contacts with reporters of all descriptions, and the number of speaking engagements by (largely) retired Foreign Service personnel are all up dramatically.

Now AFSA-PAC has been added to this rich mixture. As its first priority the PAC will seek to influence the appropriations process. From 1991 to 2001 the Foreign Service was hollowed out as human and financial resources were reduced by 30 percent. The Service, if not on the edge of extinction, was seriously hobbled in carrying out its professional duties. The number-one priority for AFSA-PAC is to ensure that this does not happen again.

With respect to organization, AFSA-PAC has three officers as required by law: Treasurer (myself), Assistant Treasurer (Susan Reardon), and Keeper of Records (Kalpna Srimal). All are elected by the AFSA board every two years in the middle of each AFSA board's term. All serve at the pleasure of the board. Decisions about who receives PAC financial support and why are made by a council composed of the treasurer and four retired AFSA members: Kempton Jenkins, Terry Healy, Irwin Rubenstein and Don Norland. All members of the council have extensive political/legislative experience. Note that active-duty AFSA members are prohibited by the Hatch Act from exercising a management role in the PAC.

The PAC does, however, operate on the basis of bylaws approved by the AFSA Governing Board. In addition to the above organizational matters, the bylaws establish important political parameters. Above all, the PAC is required to ensure that financial support afforded senators and representatives is exactly the same (in amount to the penny) for Democrats and Republicans. Also, since our exclusive purpose is the legislative well-being of the Foreign Service, we have limited ourselves to national elections for senators and representatives. We only support incumbents who have influenced, or are in a position to influence, legislation impacting our Service.

It is, of course, axiomatic that PAC effectiveness is directly proportional to the resources available. In this connection I am delighted to report the response to our initial fund-raising campaign for AFSA-PAC. Exceeding even the most optimistic prediction (mine), I am very proud to tell you that 525 AFSA members contributed over $30,000 for our initial efforts! Seventy percent of the contributors were from the retired constituency, 28 percent active and 2 percent associates. However, only a disappointing 14 percent of the contributions came from overseas colleagues. Clearly, we have work to do with our compatriots on the firing line.

Chairmen and ranking minority members of the Appropriations and Authorizations Committees in both houses were priority recipients of AFSA-PAC support. Longtime friends of the Foreign Service and U.S. engagement abroad also received assistance. About two-thirds of our total funds have (or soon will be) distributed. In a "first-ever" development, the chairman of a key appropriations subcommittee invited us to drop by for a chat. John Naland, Terry Healy and I spent about an hour with the chairman in a very useful conversation. We had the chance to urge approval of the full request and to make clear our priorities (personnel positions and related support) in case funds are restricted. We, of course, do not know how Fiscal Year 2003 will work out, but we did have a "seat at the table."

Constituency building is cumulative over time. The more you do, the more impact you have. We will continue to seek the assistance of our members, to advance our efforts on the Hill and to report the results as we go forward. □

SEE BOX ON PAGE 3 FOR MORE INFORMATION

AFSANEWSBRIEFS

USAID AFSA Studying Plans for the Millennium Challenge Corporation

On Nov. 26, the administration announced plans to create an independent federal corporation, The Millennium Challenge Corporation, to manage the Millennium Challenge Account. Foreign Service employees and their Civil Service colleagues at USAID are concerned about how USAID and MCC will coordinate their programs and how staffing details will impact on their careers.

While the Millennium Challenge Account Committee drafts the MCC bill to submit to Congress in early 2003, AFSA at USAID is hosting a series of informal forums to collect employee comments, concerns, and suggestions, some of which might be very helpful to those crafting the MCC legislation. After two meetings and a wave of e-mails and phone calls to the AFSA office at USAID, it is clear that development assistance professionals worldwide are prepared to participate in the structure and implementation of the MCC. USAID employees are confident that they have the experience, lessons learned and field expertise crucial for the success of new approaches to development, and they are eager to ensure that people on the Hill are aware of this.

AFSA has formed a virtual MCC discussion group at www.afsa.org. Look for it and feel free to send comments and questions for this site. For more information, please contact AFSA VP for USAID Joe Pastic at jpastic@usaid.gov, or MCC Forums Coordinator Judy Slater at aidproject@afsa.org.

MIKKELA THOMPSON

Holiday Party for Evacuees

On Dec. 15, the Foreign Service Youth Foundation and the American Associates of the Foreign Service Worldwide sponsored a holiday party for Foreign Service families evacuated from Abidjan and Jakarta. Over 100 members of the Foreign Service community gathered for holiday cheer and festive food at Oakwood Apartments in Falls Church. The evacuees were welcomed by the new FSYF president, Anne Kauzlarich.

The children created gifts and crafts at the party. Then the Falls Church Fire Department distributed presents from Santa to the children and allowed them to play on its fire truck. FSYF provided each evacuee family with a "magic key" that would allow Santa to find the children since they could not be in their home this Christmas. Following the party for younger children, the teens had their turn for fun at the FSYF Swing Dance Holiday Bash.

Apply Now for Simon Trust Grants

The J. Kirby Simon Foreign Service Trust is a charitable fund established in the memory of Kirby Simon, an FSO who died in 1995 serving in Taiwan. The trust supports charitable projects that are initiated and carried out, not in an official capacity and not on official time, by FS personnel or family members around the world. Projects supported in 2002 included: supplies for a Burkina Faso center for destitute women and children banished on accusations of sorcery; athletic equipment for a camp in Nepal for Tibetan refugees; training of teachers for squatter settlement schools in Niger; stimulation toys for abandoned babies in Kosovo; sewing machines for a Peruvian women's microenterprise group; and many more.

The trust invites submissions of proposals for support in 2003. Proposals should include: description of project; purpose; role to be played by the applicant; plan for disseminating results of project; budget; other funding, if applicable; and biography of applicant. Proposals must be no longer than five double-spaced pages (exclusive of budget and bio).

Proposals for projects to be funded in 2003 must be received by the trust no later than Feb. 28. Go to the Web site at www.kirbysimontrust.org for more information, or call (203) 432-2698. Send proposals to the J. Kirby Simon Foreign Service Trust by mail to: 82 Edgehill Rd., New Haven, CT 06511; by e-mail to john.simon@yale.edu; or by fax to: (203) 432-0063.

Continued on page 4

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FAS REPRESENTATIVE: Eric Wenberg

PAC • Continued from page 1

Contribution vs. Endorsement

Q: Does an AFSA-PAC contribution mean that AFSA endorses that candidate for re-election?

A: No. Contributions and endorsements are two different things. A contribution gives a candidate funds with which to publicize his or her platform. An endorsement puts the endorser on record as supporting that platform. While this may sound like hair-splitting to those unfamiliar with partisan politics, Capital Hill insiders clearly understand that a contribution does not equal an endorsement.

Contributions and endorsements are two different things. A contribution gives a candidate funds with which to publicize his or her platform.

Thus, in the closing days of the 2002 campaign, the staff of then-Congresswoman Connie Morella, R-Md., called asking if AFSA would endorse her re-election in addition to AFSA-PAC's earlier contribution to her campaign. AFSA's staff, accurately judging Mrs. Morella as one of the lawmakers who was most supportive of the Foreign Service, said "yes." A few days later, her campaign ran a two-page *Washington Post* advertisement listing AFSA as one of her many endorsers.

That ad caused AFSA's Governing Board to ponder, for the first time, whether AFSA — like most other federal unions — should be in the business of issuing endorsements. When the Governing Board had its regular monthly meeting the day after Election Day 2002, it decided that AFSA had more to lose than to gain by issuing endorsements. Therefore, it unanimously adopted a policy prohibiting AFSA from endorsing candidates. □

V.P. VOICE: **USAID** ■ BY JOE PASTIC

Feedback

The cry for more and better feedback in the evaluation process has come from several quarters. I recall from the panel debriefings that at least two panels expressed frustration at being unable to give substantive feedback to employees. Moreover, several members have commented both to me and reportedly to Business Transformation Executive Committee members on the need to improve panel feedback to FSOs.

Agency officials (both in the BTEC and Human Resources) appear to be quite sincere in their search for ways to improve the evaluation process. They have already requested negotiations on an array of changes in the Foreign Service skills matrix, promotion precepts, duties of the Appraisal Committee, and the structure of the evaluation forms. However, the changes seem to fall short of addressing the thorny issue of getting effective feedback from the panels to the FSO. The problem is that freely given candid feedback can lead to an explosion of grievances. The agency does not want this to happen, and neither does AFSA.

I have heard that HR hopes to develop a system of remarks, pre-approved by the HR Labor and Employee Relations Office, that will enable the performance boards to make a selection from such a list of the most frequently used remarks without fear that the remark will touch off a grievance and it can still be a remark of substance. More and better feedback from the boards would be extremely valuable to all Foreign Service personnel. Imagine getting unfiltered views on our performance directly from the boards. What a boon this could be to our career planning! I do not think such feedback serves a useful purpose if it only feeds grievances, but I am not sure a menu of pre-approved comments would meet the objective.

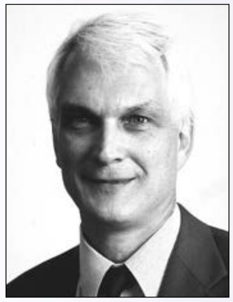
Imagine getting unfiltered views on our performance directly from the boards. What a boon this could be to our career planning!

On previous occasions, I have told management that I would be more than willing to discuss an agreement that could permit performance boards to be freer and more liberal in their feedback without fueling the grievance process. That the agency appears to be taking a more conservative approach, described above, both shows its concern about the vital issue of improving feedback, and also serves as a wake-up call for AFSA to consider its own move. I am suggesting that AFSA should present its own proposal on ways to improve board feedback.

How far are we willing to go in terms of giving up some rights to grieve in order to get more substantial feedback from the performance panels? What would we not want to have sacrificed? I need your input. Please send me your ideas, comments, warnings and provisos as soon as possible. First, I will determine if there is sufficient member interest in this initiative. If there is, I would then try to identify a common thread around which to weave a proposal. I'll keep you posted through my AFSANET VP reports. □

V.P. VOICE: **FAS** ■ BY ED PORTER

Working with Management



Bashing government unions is popular these days. Politicians think it is a vote-getter. Union-management partnership is working in the Foreign Agricultural Service, however, as is evident by our new contract.

After over a year of hard work, FAS AFSA and management successfully concluded negotiations for a new, four-year contract. Both parties agree that the contract should strengthen employee-management relations. The negotiations required effective communications and trust on both sides of the table. I came away with a better understanding of management's concerns and believe management left the room with a deeper appreciation for the key issues on the minds of its Foreign Service officers.

The negotiations significantly improved the clarity of our contract with FAS and brought light to the darkened corners of management processes that have a significant impact on the daily lives and careers of FS officers. Below are some specific examples:

Since our last contract negotiations, the agency's performance bonus procedures have evolved, but remained relatively unexplained and poorly understood by FS officers. Our new contract contains specific information on how these bonuses are determined by selection boards and the formula used to calculate their values.

Also, while it appears that the number of officers taking leave without pay has increased over the years, our prior contract was vague on this issue. Many officers were unaware, for example, that they could submit a performance evaluation for work done while on LWOP. The new contract specifically permits this, provided management agrees that the work is relevant to the FAS mission.

The new contract specifically spells out our foreign language commissioning requirements, as well as foreign language incentive pay standards and payment amounts. This information was lacking from our former contract and, surprisingly, is not readily available in the Foreign Affairs Manual. In addition, some languages were added to our incentive pay list to reflect changes in the locations of our overseas offices.

In response to employee concerns regarding selection boards, management has agreed to publicly solicit selection board members and to provide AFSA time to review the list of selected officers and provide feedback before members are contacted. In the past, board participation was solicited privately. Also, the new contract encourages board members to recommend changes to future board policies and procedures and requires that management keep the chairperson of each board panel directly informed of the status of recommendations. If so requested by a chairperson, management must meet to discuss its reasons for rejecting any recommendations. These changes also apply to other FS boards, including our Qualifications Review and Evaluation Panels.

Under the new contract, management has agreed to announce the number of bids, by grade, it receives for each overseas assignment announced under the annual assignment notification process. Wording has been added to remind FS officers that they must be available for worldwide service and therefore, any thought of refusing an overseas assignment should be given careful consideration.

In sum, government unions and management can work together to improve employee moral and management effectiveness. They can work together to build confidence and trust and enhance communications between managers and employees. Finally, government unions and management can work together to strengthen the agency's mission and, consequently, service to the public. So, let's stop bashing government unions. □

AFSA NEWS BRIEFS

Foreign Affairs Fellowships

Applications for the Thomas Pickering Foreign Affairs Fellowship program are due by Feb. 21 for undergraduates and Feb. 28 for graduate students. For more information about the fellowships, visit the Web site at www.woodrow.org/public-policy/.

Call for FS Spouse Writers

We are seeking submissions for the *AFSA News* Family Member Matters column, a forum for Foreign Service family members to voice their opinions on issues of concern to the Foreign Service community. Send your 400- to 500-word essay to *AFSA News* Editor Shawn Dorman at Dorman@afsa.org. All submissions are seriously considered. AFSA will pay a $60 honorarium for any essay published in this series.

Tales from a Small Planet

Getting ready for your next assignment? Need some information about "what it's really like to live there?" *Real Post Reports* (www.realpostreports.com) aims to provide honest, uncensored, informal contributions from more than 170 cities in more than 120 countries. Reports are strictly unofficial, somewhat irreverent, and occasionally undiplomatic.

The *Real Post Reports* are part of the non-profit literary and humor Web-zine *Tales from a Small Planet*, created and staffed largely by Foreign Service spouses and other hardworking volunteers. *Tales from a Small Planet* is a nonprofit corporation that was created to serve the English-speaking expat and American Foreign Service community.

The mission of *Tales from a Small Planet* is to enrich and share the experience of living abroad through literature, humor and the arts, as well as by providing information and education on what it is really like to live in a foreign country and how to cope with the challenges that may come along. The site also offers a Message Board, especially popular with newcomers, and the e-mail groups *Abroadview* and *Spousesview*.

Tales from a Small Planet is nonprofit and welcomes tax-deductible donations. □

AFSA 2002 TAX GUIDE

Federal and State Tax Provisions for the Foreign Service

Federal Tax Provisions

Under the Tax Act of 2001, there are several tax relief segments that may apply to Foreign Service employees and their families. Foreign Service employees most frequently ask AFSA about home ownership, tax liability upon sale of a residence, and state of domicile. We have devoted special sections to these issues.

AFSA's annual Tax Guide is designed as an informational and reference tool. It does not presume to be any more than that. Although we try to be accurate, many of the new provisions of the tax code and implementing IRS regulations have not been fully tested. Therefore, use caution and consult with a tax adviser as soon as possible if you have specific questions or an unusual or complex situation.

For 2002, the five basic tax rates for individuals are slightly lower: 10, 15, 27, 30 and 35 percent, and a top rate of 38.6 percent. The 10-percent rate is for taxable income up to $12,000 for married couples, $6,000 for singles. The 15-percent rate is for income up to $46,700 for married couples, $27,970 for singles. The 27-percent rate is for income up to $112,850 for married couples, $67,700 for singles. The 30-percent rate is for income up to $171,950 for married couples and income up to $141,250 for singles. The 35-percent rate is for income up to $307,050 for married couples and singles. In addition, there is a 10-percent surtax for certain high-income taxpayers. It is computed by applying the 38.6-percent rate to taxable income over $307,050 for singles and married couples and for married couples filing separately whose income is over $153,525. Long-term capital gains are taxed at a maximum rate of 20 percent and are reported on Schedule D. This rate is effective for all sales in 2002, unless you fall within the 10-percent bracket, when the rate becomes 8 percent for assets held more than five years but remains 10 percent for assets held less than five years. Long-term capital gain is defined as gain from the sale of property held for 12 months or more.

Personal Exemption

For each taxpayer, spouse, and dependent the personal exemption has been increased to $3,000. There is, however, a personal exemption phaseout of 2 percent for each $2,500 of adjusted gross income (AGI) over $137,300 (singles), $171,650 (head of household), $206,000 (joint) and $103,000 (married, filing separately). For those taxpayers in the last category, the phaseout is 2 percent for each $1,250 of adjusted gross income over $103,000.

Extension for Taxpayers Abroad

Taxpayers whose tax home is outside the U.S. on April 15 get an automatic extension until June 15 to file their returns. When filing the return, these taxpayers should write "Taxpayer Abroad" on the first page and attach a statement of explanation. There are no late filing or late payment penalties for returns filed by June 15, but the IRS will charge interest on any amount owed from April 15 until the date they receive payment.

Standard Deduction

The standard deduction is given to non-itemizers. It has been steadily increasing since 1987. For couples it is $7,850; for singles the deduction is $4,700. Married couples filing separately get a standard deduction of $3,925 and head-of-household filers receive a $6,900 deduction. An additional amount is allowed for taxpayers over age 65 or blind.

Most unreimbursed employee business expenses must be reported as miscellaneous itemized deductions, which are subject to a deduction of 2 percent of adjusted gross income (AGI). This includes professional dues and publications, employment and educational expenses, home office, legal, accounting, custodial and tax preparation fees, home leave, representational and other employee business expenses, and contributions to AFSA's Legislative Action Fund.

Unreimbursed moving expenses are no longer an itemized deduction. As of Jan. 1, 1994, moving expenses are an adjustment to income, which means that you get to deduct them even if you are taking the standard deduction. However, the deduction has been narrowed to include only the unreimbursed costs of moving your possessions and yourself and your family to your new location.

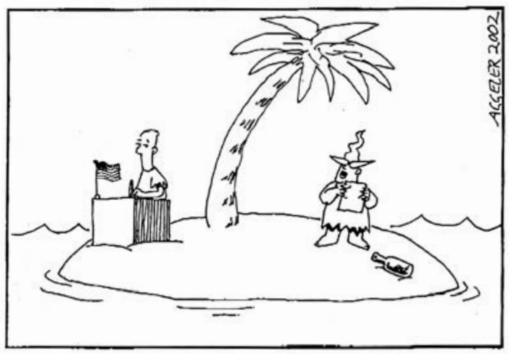
Medical expenses (including health insurance) are subject to a deduction equaling 7.5 percent of adjusted gross income. This means that any deductible medical cost would have to exceed $2,250 for a taxpayer with a $30,000 AGI. There is also an additional 3-percent reduction of itemized deductions (excluding medical, casualty, theft and investment interest) if the AGI exceeds $137,300. This 3 percent is applied to the AGI over $137,300 and not to the total of itemized deductions on Schedule A. The maximum loss of deductions is capped at 80 percent.

State and local income taxes and real estate and personal property taxes remain fully deductible for itemizers, as are charitable contributions (to American charities only) for most taxpayers. Donations to the AFSA Scholarship Fund are fully deductible as charitable contributions. Donations to AFSA via the Combined Federal Campaign are also fully deductible. Individuals may also dispose of any profit from the sale of personal property abroad in this manner.

For 2002 tax returns, any interest paid on auto or personal loans, credit cards, department stores and other personal interest will not be allowed as an itemized deduction. Interest on educational loans will be allowed as an adjustment to gross income. If the above debts are consolidated, however, and paid with a home equity loan, interest on the home equity loan is allowable. Mortgage interest is, for the most part, still fully deductible. Interest on loans intended to finance investments is deductible up to the amount of net income from investments. Interest for loans intended to finance a business is 100 percent deductible. Passive-investment interest on loans in which the taxpayer is an inactive participant — i.e., a limited partnership — can be deducted only from the income produced by other "passive income." Interest on loans that do not fall into the above categories, such as borrowing money to buy tax-exempt securities, is not deductible.

Home Leave Expenses

Employee business expenses, such as home leave and representation, may be deducted as a miscellaneous itemized deduction and claimed on Form 2106. In addition to the 2-percent floor, only 50 percent for meals and entertainment may be claimed (100 percent for unreimbursed travel and lodging). Only the employee's (not family members') home leave expenses are deductible. Maintaining a travel log and retaining a copy of home leave orders will be helpful, should the IRS ever question claimed expenses. It is important to save receipts: without receipts for food, a taxpayer may deduct only $30 to $46 a day (depending upon the per diem rate at the home leave address), no matter how large the grocery or restaurant bill. Lodging is deductible, as long as it is not with friends, relatives, or in one's own home. The IRS will disallow use of per diem rates and any expenses claimed for family members. If a hotel bill indicates double rates, the single room rate should be claimed, and, if possible, the hotel's rate sheet should be saved for IRS scrutiny. Car rental, mileage and other unreimbursed travel expenses, including parking fees and tolls, may be deducted. The rate for business miles driven is 36.5 cents for miles driven during 2002. Those who use this optional mileage method need not keep detailed records of actual vehicle expenses. The only thing necessary will be a detailed odometer log to justify the business use of the vehicle and percentage of business use. From 1998, this optional mileage method applies to leased vehicles.



"Great news – since you live overseas, you got an extension to file your state taxes!"

Official Residence Expenses

Since Oct. 1, 1990, employees who receive official residence expenses have not been allowed to reduce their reportable income by 5 percent. The IRS ruling regarding ORE states that "usual expenses," defined as 5 percent of salary, are not deductible. Therefore the only expenses that are deductible are those above the 5 percent paid out of pocket. Employees should save receipts for any out-of-pocket expenses associated with their representational duties. These expenses can be deducted as miscellaneous business expenses.

Home Ownership

Employees may deduct interest on up to $1 million of acquisition debt for loans secured by a first and/or second home. This also includes loans taken out for major home improvements. On home equity loans, interest is deductible on up to $100,000, no matter how much the home cost or what the loan is used for. The $100,000 ceiling applies to the total of all home equity loans you may have. The same generally applies to refinancing a mortgage. Points paid to obtain a refinanced loan cannot fully be deducted the same year, but must be deducted over the life of the loan. It is advisable to save the settlement sheet (HUD-1 Form) for documentation in the event your tax return is selected by the IRS for audit.

Qualified residences are defined as the taxpayer's principal residence and one other residence. The second home can be a house, condo, co-op, mobile home or boat, as long as the structure includes basic living accommodations, including sleeping, bathroom, and cooking facilities. If the second home is a vacation property that you rent out for fewer than 15 days during the year, the income need not be reported. Rental expenses cannot be claimed either, but all property taxes and mortgage interest may be deducted.

Rental of Home

Taxpayers who are overseas and rented their homes in 2002 can continue to deduct mortgage interest as a rental expense. Also deductible are property management fees, condo fees, depreciation costs, taxes, and all other rental expenses. Losses up to $25,000 may be offset against other income, as long as the AGI does not exceed $100,000 and the taxpayer is actively managing the property. Retaining a property manager does not mean losing this benefit.

Sale of a Principal Residence

The current capital-gains exclusion on the sale of a principal residence on or after May 7, 1997, applies to all homeowners, regardless of their age. Previously, qualified individuals who were age 55 or older were allowed a one-time capital-gains exclusion of $125,000. Also, under previous law, if you had a gain when you sold your home, you could defer all or part of the gain if you purchased or built another home (of equal or higher value) within two years before or after the sale.

The current tax laws allow an exclusion of up to $500,000 for couples filing jointly and up to $250,000 for single taxpayers on the gain from the sale of their principal residence. All depreciation taken after May 7, 1997, will, however, be recaptured (added to income) at the time of sale, and taxed at 25 percent.

The only qualification for the capital-gains exclusion is that the house sold must have been the taxpayer's principal residence and owned by the taxpayer for at least two of the last five years prior to the date of the sale. There are some exceptions to this two-year requirement including sales connected to a change in place of employment (this would include foreign transfers). This exclusion is not limited to a once-in-a-lifetime sale, but may be taken once every two years.

When a principal residence is sold, capital gains realized above the exclusion amounts are subject to taxation. This exclusion replaces the earlier tax-law provision that allowed both the deferral of gain and a one-time exclusion of a principal residence sale.

Many Foreign Service employees are hurt by the "two-out-of-five-years" residency requirement. AFSA, working closely with the military, has repeatedly tried to persuade Congress to pass legislation granting an exemption for Foreign Service personnel who cannot meet this requirement due to prolonged overseas service, and came very close in 2002. However, these efforts have not yet been successful.

Temporary rental of the home does not necessarily disqualify one from claiming the exclusion. The new tax law requires only that you have occupied the house as your principal residence for the required period (two years out of five).

Under Internal Revenue Code Section 1031, taxpayers whose U.S. home may no longer qualify for the principal residence exclusion may be eligible to replace the property through a "tax-free exchange" (the so-called Starker exchange). In essence, one property being rented out may be exchanged for another, as long as that one is also rented. In exchanging the properties, capital gains tax may be deferred. Technically, a simultaneous trade of investments occurs. Actually, owners first sell their property, place the equity proceeds in escrow, identify in writing within 45 days the property they intend to acquire, and settle on the new property within 180 days, using the money held in escrow as part of the payment.

It is important to emphasize that the exchange is from one investment property to another investment property – the key factor in the IRS evaluation of an exchange transaction is the intent of the investor at the time the exchange was consummated. The IRS rules for the exchanges are complex and specific, with a number of pitfalls that can nullify the transaction. An exchange should never be attempted without assistance from a tax lawyer specializing in this field.

Calculating Your Adjusted Basis

Many Foreign Service employees ask what items can be added to the cost basis of their homes when they are ready to sell. Money spent on "fixing up" the home for sale may be deducted from the sales price. To qualify as legitimate "fixing-up costs," the following conditions must be met: 1) the expenses must be for work performed during the 90-day period ending on the day on which the contract to sell the old residence was made; 2) the expenses must be paid on or before the 30th day after sale of the house; and 3) the expenses must not be capital expenditures for permanent improvements or replacements (these can be added to the basis of the property, original purchase price, thereby reducing the amount of profit). A new roof and kitchen counters are not "fix-up" items. But painting the house, cleaning up the garden, and making minor repairs all qualify as "fixing-up costs."

State Tax Provisions

Every active Foreign Service employee serving abroad must maintain a state of domicile in the United States, and the tax liability that the employee faces varies greatly from state to state. In addition, there are numerous regulations concerning the taxability of Foreign Service pensions and annuities, as each state has its own rules about the conditions under which individuals are liable for taxes on such income.

The following state guide briefly reviews the laws regarding income tax and tax on annuities and pensions as they affect Foreign Service personnel. Please note that while AFSA makes every attempt to provide the most up-to-date information, readers with specific questions should consult a tax expert in the state in question at the addresses given. Information is also available on the states' Web sites listed below.

Most Foreign Service employees have questions about their liability to pay state income taxes during periods posted overseas or assigned to Washington. It is a fundamental rule of law that all U.S. citizens must have a domicile somewhere. There are many criteria used in determining which state is a citizen's domicile. One of the strongest determinants is prolonged physical presence, a standard that Foreign Service personnel frequently cannot meet, due to overseas service.

In such cases, the states will make a determination of the individual's income tax status based on other factors, including where the individual has family ties, where he or she has been filing resident tax returns, where he or she is registered to vote or has a driver's license, where he or she owns property, or where the person has bank accounts or other financial holdings. In the case of Foreign Service employees, the domicile might be the state from which the person joined the Service, where his or her home leave address is, or where he or she intends to return upon separation. For purposes of this article, the term domicile refers to legal residence; some states also define it as permanent residence. Residence refers to physical presence in the state.

Foreign Service personnel must continue to pay taxes to the state of domicile (or to the District of Columbia) while residing outside of the state, including during assignments abroad, unless the state of residence does not require it.

A non-resident, according to most states' definitions, is an individual who earns income sourced within the specific state but does not live there or is living there for only part of the year (usually, less than six months). Individuals are generally considered residents and are thus fully liable for taxes, if they are domiciled in the state or if they are living in the state (usually at least six months of the year) but are not domiciled there.

Foreign Service employees residing in the metropolitan Washington area are required to pay income tax to the District, Maryland or Virginia in addition to paying tax to the state of their domicile. However, most states allow a credit, so that the taxpayer pays the higher tax rate of the two states, with each state receiving a share.

There are currently seven states with no state income tax: Alaska, Florida, Nevada, South Dakota, Texas, Washington and Wyoming. In addition, New Hampshire and Tennessee have no tax on personal income but do tax profits from the sale of bonds and property.

There are also six states which, under certain conditions, do not tax income earned while the taxpayer is outside of the state: Connecticut, Missouri, New Jersey, New York, Pennsylvania and West Virginia. The requirements are that the individual not have a permanent "place of abode" in the state, have a permanent "place of abode" outside the state, and not spend more than 30 days in the state during the tax year. Also, please note that these six states require the filing of non-resident returns for all income earned from in-state sources.

Pennsylvania holds that "quarters provided by the government at no cost to petitioner cannot be considered as maintaining a permanent place of abode." Thus, members of the Foreign Service domiciled in Pennsylvania who occupy government housing overseas must pay income tax to Pennsylvania. If they rent their own home overseas, however, they will be exempt from these taxes. AFSA has not heard of a similar ruling in any of the other five states but Foreign Service employees should be aware that states could challenge the status of government housing in the future. California, Oregon and Minnesota also have rules excusing their domiciliaries from filing a resident tax return while living outside the state.

The following list gives a state-by-state overview of the latest information available on tax liability, with addresses provided to write for further information or tax forms. Tax rates are provided where possible. For further information, please contact AFSA's Labor/Management Office or the individual state tax authorities. As always, members are advised to double-check with states' tax authorities.

James Yorke, who compiled the tax guide, would like to thank M. Bruce Hirshorn, Foreign Service Tax Counsel, for his help in preparing this article.

State Overviews

ALABAMA: Individuals domiciled in Alabama are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Alabama's tax rate ranges from 2 to 5 percent, depending on income and filing status. Write: Alabama Department of Revenue, PO Box 327460, Montgomery, AL 36132-7460. Phone: (334) 242-1170. E-mail: erohelpdesk@revenue.state.al.us.

Web site: www.state.al.us

ALASKA: Alaska does not tax individual income or intangible or personal property. It has no sales and use, franchise or fiduciary tax. Write: State Office Building, 333 Willoughby Ave, 11th Floor, PO Box 110400, Juneau, AK 99811-0400. Phone: (907) 465-2300.

Web site: www.state.ak.us/tax

ARIZONA: Individuals domiciled in Arizona are considered residents and are taxed on any income that is included in the federal AGI, regardless of their physical presence in the state. Arizona tax rate ranges from 2.87 to 5.04 percent depending on income and filing status. Write: Arizona Department of Revenue, Taxpayer Assistance, PO Box 29069, Phoenix, AZ 85038-9069. Phone: (602) 255-3381.

Web site: www.revenue.state.az.us

ARKANSAS: Individuals domiciled in Arkansas are considered residents and are taxed on their entire income regardless of their physical presence in the state. Arkansas's tax rate ranges from 1 to 7 percent depending on income and filing status. Write: Department of Finance and Administration, Income Tax Forms Division, P.O. Box 3628, Little Rock, AR 72203-3628. Phone: (501) 682-1100 or 1 (800) 882-9275.

Web site: www.state.ar.us/dfa/taxes

CALIFORNIA: Recent changes in FTB Publication 1031 mean that Foreign Service officers domiciled in California must establish non-residency to avoid being liable for California taxes. However, a "safe harbor" provision was enacted in 1994 that provides that anyone who is domiciled in-state but is out of the state on an employment-related contract for at least 546 consecutive days will be considered a non-resident. This applies to FS employees and their spouses, but California residents are advised to study FTB Pub 1031 for exceptions and exemptions. Non-residents should use Form 540NR. Write: Franchise Tax Board, Tax Forms Request, P.O. Box 307, Rancho Cordova, CA 95741-0307. Phone: 1 (800) 852-5711.

Web site: www.ftb.ca.gov

COLORADO: Individuals domiciled in Colorado are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Colorado's tax rate is a flat 4.63 percent of federal taxable income attributable to Colorado sources. Write: Department of Revenue, Taxpayer Service Division, State Capitol Annex, 1375 Sherman St., Denver, CO 80261-0005. Phone: (303) 238-7378. E-mail: Revenue@spike.dor.state.co.us.

Web site: www.taxcolorado.com.

CONNECTICUT: No tax liability for out-of-state income if the individual has no permanent place of abode in Connecticut, has a permanent place of abode elsewhere, and is not present in the state more than 30 days during the tax year. No tax liability for those with permanent place of abode in Connecticut who live in a foreign country 450 days out of 548 days, without spending over 90 days in Connecticut. Details of this rule can be found on the Department of Revenue Services Web site at: www.drs.state.ct.us/formlib/2002/Pubs/IP/IP 02-22.pdf. Write: Department of Revenue Services, 25 Sigourney St., Hartford, CT 06106. Phone: (860) 297-5962. Fax: (860) 297-4929.

Web site: www.drs.state.ct.us

DELAWARE: Individuals domiciled in Delaware are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Delaware's tax rate ranges from 2.2 to 5.95 percent depending on income and filing status. There is no tax on taxable income less than $2,000. Write: Division of Revenue, Taxpayers Assistance Section, State Office Building, 820 N. French St., Wilmington, DE 19801. Phone: (302) 577-8200.

Web site: www.state.de.us/revenue

DISTRICT OF COLUMBIA: Individuals domiciled in the District of Columbia are considered residents and are subject to tax on their entire income regardless of their physical presence there. Individuals domiciled elsewhere are also considered residents for tax purposes for the portion of any calendar year in which they are physically present in the District for 183 days or more. The District's tax rate is 5 percent if income is less than $10,000, $500 plus 7.5 percent of excess over $10,000 if between $10,000 and $30,000, and $2,000 plus 9.3 percent of excess over $30,000 if over $30,000. Write: Office of Tax and Revenue, 941 N. Capitol St., N.E., Washington, DC 20002. Phone: (202) 727-4TAX.

Web site: www.dccfo.com

FLORIDA: Florida does not impose personal income, inheritance or gift taxes. However, Florida taxes "intangible assets," (which include stocks, bonds, mutual funds, etc.), and real property. For details, write to Tax Information Services, Florida Department of Revenue, 1379 Blountstown Highway, Tallahassee, FL 32304-2716. Phone: 1 (800) 352-3671 (in Florida only) or (850) 488-6800.

Web site: sun6.dms.state.fl.us/dor.

GEORGIA: Individuals domiciled in Georgia are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Georgia's tax rate ranges from 1 to 6 percent depending on income and filing status. For forms write: Georgia Income Tax Forms, P.O. Box 740389, Atlanta, GA 30374-0389 or by phone or fax at (404) 417-6011. Phone: (404) 417-4477. E-mail inquiries: inctax@gw.rev.state.ga.us

Web site: www.gatax.org.

HAWAII: Individuals domiciled in Hawaii are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Hawaii's tax rate ranges from 1.5 to 8.5 percent depending on income and filing status. Write: Oahu District Office, Taxpayer Services Branch, P.O. Box 3559, Honolulu, HI, 96811-3559. Phone: (808) 587-4242 or 1(800) 222-3229.

Web site: www.state.hi.us/tax

IDAHO: Individuals domiciled in Idaho for an entire tax year are considered residents and are subject to tax on their entire income. Idaho offers a safe-harbor provision where a resident individual who is outside Idaho for a qualifying period of time will not be considered a resident. If an individual qualifies for the safe harbor, he would report as a nonresident and be taxed only on income from Idaho sources. A nonresident must file an Idaho income tax return if gross income from Idaho sources is $2,500 or more. For Tax Year 2002 Idaho's tax rate is between 1.6 and 7.8 percent depending on earned income. To request forms write: Idaho State Tax Commission, P.O. Box 36, Boise, ID 83722-0410. Phone: 1 (800) 972-7660.

Web site: www2.state.id.us/tax

ILLINOIS: Individuals domiciled in Illinois are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Illinois's tax rate is a 3 percent flat rate, with a personal exemption for all taxpayers of $2,000. Write: Illinois Department of Revenue, Forms Division, 101 West Jefferson St., Springfield, IL 62794-9044. Phone: (217) 782-3336 or 1 (800) 732-8866.

Web site: www.revenue.state.il.us

INDIANA: Individuals domiciled in Indiana are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. However, a credit is granted for any taxes paid to the state where the income was earned. Those who claim federal foreign tax credit will need to submit Federal Form 1116 to claim it in Indiana. Indiana's tax rate remains 3.4 percent. Write: Department of Revenue, 100 N. Senate Ave., Indianapolis, IN 46204. Phone: (317) 232-2240.

Web site: www.state.in.us/dor

IOWA: Individuals domiciled in Iowa are considered residents and are subject to tax on their entire income to the extent that income is taxable on the person's federal income tax returns. Iowa's tax rate ranges from 0.36 to 8.98 percent depending on income and filing status. Write: Department of Revenue and Finance, Forms Division, Hoover State Office Building, Des Moines, IA 50319. Phone: (515) 281-3114 or 1 (800) 367-3388.

Web site: www.state.ia.us/tax

KANSAS: Individuals domiciled in Kansas are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Kansas tax ranges from 3.5 to 6.45 percent depending on income and filing status. Write: Kansas Taxpayer Assistance Center, 915 SW Harrison, 1st Floor, Topeka, KS 66625-0001. Phone: (785) 368-8222.

Web site: www.ksrevenue.org

KENTUCKY: Individuals domiciled in Kentucky are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Kentucky's tax rate is 2 percent on the first $3,000 of taxable income, $60 plus 3 percent on the next $1,000, $90 plus 4 percent on the next $1,000, $130 plus 5 percent on the next $1,000, and $280 plus 6 percent on all income over $8,000. Write: Revenue Cabinet, P.O. Box 181, Station 56, Frankfort, KY 40602. Phone: (502) 564-4581.

Web site: http://revenue.state.ky.us

LOUISIANA: Individuals domiciled in Louisiana are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Resident individuals are entitled to a tax credit for income tax paid to another state on the amount of income earned in the other state and included in that state's taxable income. Louisiana's tax rate ranges from 2 to 6 percent depending on income and filing status. Write: Department of Revenue and Taxation, Forms Division, P.O. Box 201, Baton Rouge, LA 70821-0201. Phone: (225) 219-0102.

Web site: www.rev.state.la.us

MAINE: Individuals domiciled in Maine are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Credit is allowed for taxes paid in another jurisdiction. Maine's tax rate ranges from 2 to 8.5 percent depending on income and filing status. Write: Bureau of Taxation, Forms Division, State Office Building, Augusta, ME 04333. Phone: (207) 626-8475.

Web site: state.me.us/revenue

MARYLAND: Individuals domiciled in Maryland are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Individuals domiciled elsewhere are also considered residents for tax purposes for the portion of any calendar year in which they are physically present in the state for six months or more. Maryland's tax rate is 4.75 percent depending on income and county of residence. Baltimore City and the 23 Maryland counties also impose a local income tax, which is a percentage of the Maryland taxable income using Line 31 of Form 502 or Line 9 of Form 503. The local factor varies from 0.0125 to 0.0310 depending on the subdivision of domicile. Write: Comptroller of Maryland, Revenue Administration Division, Annapolis MD 21411. Phone: (410) 260-7980 or 1 (800) 638-2937. E-mail address for specific questions: taxhelp@comp.state.md.us.

Web site: www.marylandtaxes.com.

MASSACHUSETTS: Individuals domiciled in Massachusetts are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Salaries and most interest and dividend income are taxed at 5.3 percent for calendar year 2002. Write: Massachusetts Department of Revenue, Taxpayer Services Division, P.O. Box 7010, Boston, MA 02204. Phone: (617) 887-MDOR; within Massachusetts: 1 (800) 392-6089.

Web site: www.dor.state.ma.us

MICHIGAN: Individuals domiciled in Michigan are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Michigan's tax rate for 2002 is 4.1 percent. For information or forms, go to the Web site or write: Department of Treasury, Forms Division, Treasury Building, Lansing, MI 48922; phone: 1 (800) 487-7000.

Web site: www.michigan.gov/treasury

MINNESOTA: Individuals domiciled in Minnesota are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Minnesota exempts domiciliaries who meet the foreign earned income exclusion, even though they may be federal employees. Minnesota's tax rate ranges from 5.35 to 7.85 percent depending on income and filing status. Joint filers with taxable income of at least $28,000, where each spouse has earned pension or social security income of at least $16,000, may be eligible for a marriage credit. Write: Department of Revenue, Forms Division, Mail Station 5510, Saint Paul, MN 55146-2220. Phone: (651) 296-3781.

Web site: www.taxes.state.mn.us

MISSISSIPPI: Individuals domiciled in Mississippi are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Mississippi's tax rate is 3 percent on the first $5,000 of taxable income, 4 percent on the next $5,000, and 5 percent on taxable income over $10,000. Contact MSTC, PO Box 1033, Jackson, MS 39215. Phone: (601) 923-7000.

Web site: www.mstc.state.ms.us

MISSOURI: No tax liability for out-of-state income if the individual has no permanent residence in Missouri, has a permanent residence elsewhere, and is not physically present in the state for more than 30 days during the tax year. Missouri calculates tax on a graduated scale up to $9,000 of taxable income. Any taxable income over $9,000 is taxed at a rate of 6 percent. File a return yearly with an attached "Statement of Non-Residency" (Form 1040C). Also use this form if you have income of more than $600 from Missouri sources. Write: Division of Support Services, P.O. Box 3022, Jefferson City, MO 65105-3022. Phone: (573) 751-3505 or 1 (800) 877-6881 E-mail: dormail@mail.dor.state.mo.us.

Web site: www.dor.state.mo.us.

MONTANA: Individuals domiciled in Montana are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Montana's tax rate ranges from 2 to 11 percent depending on income and filing status. Write: Montana Department of Revenue, P.O. Box 5805, Helena, MT 59604. Phone: (406) 444-6900.

Web site: www.discoveringmontana.com/revenue

NEBRASKA: Individuals domiciled in Nebraska are considered residents and are subject to tax on their entire income regardless of their physical presence in the state with credit allowed for tax paid to other states. Nebraska's tax rate ranges from 2.51 to 6.68 percent depending on income and filing status. For assistance write: Department of Revenue, 301 Centennial Mall South, P.O. Box 94818, Lincoln, NE 68509-4818. Phone: (402) 471-5729.

Web site: www.revenue.state.ne.us

NEVADA: No state income tax. Address: Nevada Dept of Taxation, 1550 E. College Pkwy, Suite 100, Carson City NV 89706. Phone: (775) 687-4892.

Web site: www.tax.state.nv.us

NEW HAMPSHIRE: No personal income tax on earned income, and no general sales tax. There is a 5 percent tax on interest and dividend income, 8.5 percent on business profits including sale of rental property. Applicable taxes apply to part-year residents. Write: Taxpayer Assistance Office, 45 Chenell Drive, P.O. Box 2072, Concord, NH 03302-2072. Phone: (603) 271-2186.

Web site: www.state.nh.us/revenue

NEW JERSEY: No tax liability for out-of-state income if the individual has no permanent residence in New Jersey, has a permanent residence elsewhere, and is not physically in the state for more than 30 days during the tax year. Filing a return is not required, but is recommended in order to preserve domicile status. Filing is required on Form 1040 NR for revenue derived from in-state sources. Tax liability is calculated as a variable lump sum plus a percentage between 1.4 and 6.4 percent of taxable income. For information write: State of New Jersey, New Jersey Division of Taxation, Office of Information and Publications, PO Box 281, Trenton, NJ 08695-0281. Phone: (609) 292-6400.

Web site: www.state.nj.us/treasury/taxation

NEW MEXICO: Individuals domiciled in New Mexico are considered residents and are subject to tax on their entire income, insofar as that income is taxable federally, regardless of their physical presence in the state. The basis for New Mexico's calculations is Federal Adjusted Gross Income. New Mexico has a graduated rate table with seven brackets ranging from 1.7 to 8.2 percent based upon New Mexico taxable income and filing status. Write: New Mexico Taxation and Revenue Department, Tax Information and Policy Office, 1100 St. Francis Drive, P.O. Box 630, Santa Fe, NM 87504-0630. Phone: (505) 827-0700.

Web site: www.state.nm.us/tax

NEW YORK: No tax liability for out-of-state income if the individual has no permanent residence in New York, has a permanent residence elsewhere, and is not present in the state more than 30 days during the tax year. Filing a return is not required, but it is recommended to preserve domicile status. Highest tax rate in New York State is 6.85 per cent and in New York City it is 3.648 per cent. Filing is required on Form IT-203 for revenue derived from New York sources. Write: NYS Department of Taxation and Finance, Taxpayer Assistance, W.A. Harriman Campus, Albany, NY 12227. Phone: 1 (800) 225-5829.

Web site: www.tax.state.ny.us

NORTH CAROLINA: Individuals domiciled in North Carolina are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. The tax rate ranges from 6 to 8.25 percent depending on income and filing status. North Carolina also imposes a "use tax" on purchases made outside the state for use in North Carolina. Write: Department of Revenue, P.O. Box 25000, Raleigh, NC 27640. Phone: (919) 733-4684.

Web site: www.dor.state.nc.us

NORTH DAKOTA: Individuals domiciled in North Dakota are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Tax rates vary according to income and whether the standard method (Form ND-1) or the optional method (Form ND-2) is used. Write: Office of State Tax Commissioner, State Capitol, 600 E. Boulevard Avenue, Bismarck, ND 58505-0599. Phone: (701) 328-2770.

Web site: www.ndtaxdepartment.com

OHIO: Individuals domiciled in Ohio are considered residents and are subject to tax on their entire income. Ohio residents are given a tax credit to reduce the Ohio income tax due if another state or the District of Columbia taxed part or all of their income. Ohio part-year residents are allowed a tax credit for income not earned or received in Ohio for the period of time they resided in another state. Ohio's tax rate ranges from 0.743 to 7.5 percent depending on income and filing status. Write: Ohio Department of Taxation, Taxpayers Services Division, 830 Freeway Drive North, Columbus, OH 43229. Phone: 1 (800) 282-1780.

Web site: www.state.oh.us/tax

OKLAHOMA: Individuals domiciled in Oklahoma are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Oklahoma's tax rate is based upon income and various exemptions. Write: Oklahoma Tax Commission, Taxpayer Services Division, 2501 Lincoln Blvd., Oklahoma City, OK 73194-0009. Phone: (405) 521-3160. Web site: www.oktax.state.ok.us

OREGON: Individuals domiciled in Oregon are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. However, under a 1999 law, Oregon exempts domiciliaries who meet the foreign residence requirement for the foreign earned income exclusion, even though they may be federal employees. Oregon's tax rates range from 5 to 9 percent of taxable income. However there was a Jan. 28, 2003, vote to decide whether to raise the maximum tax rate to 9.5 percent. Refer to the Oregon Web site for the latest information, or write: Oregon Department of Revenue, 955 Center Street N.E., Salem, OR 97301-2555. Phone: (503) 378-4988.

Web site: www.dor.state.or.us

PENNSYLVANIA: No tax liability for out-of-state income if the individual has no permanent residence in the state, has a permanent residence elsewhere, and spends no more than 30 days in the state during the tax year. Filing a return is not required, but it is recommended to preserve domicile status. File on Form PA40 for all income derived from Pennsylvania sources. Pennsylvania does not consider government quarters overseas to be a "permanent place of abode elsewhere," so Foreign Service Pennsylvania residents abroad in government quarters must continue to pay state income tax. Pennsylvania's tax rate is a flat 2.8 percent. Write: Commonwealth of Pennsylvania, Department of Revenue, Taxpayer Services Department, Harrisburg, PA 17128-1061. Phone: (717) 787-8201. E-mail: parev@state.pa.us

Web site: www.revenue.state.pa.us.

PUERTO RICO: Individuals who are domiciled in Puerto Rico are considered residents and are subject to tax on their entire income regardless of their physical presence in the commonwealth. Normally, you may claim a credit with certain limitations, for income taxes paid to the United States on income from sources outside Puerto Rico, for any federal taxes paid. Address: Departamento de Hacienda, P.O. Box 9024140, San Juan, PR 00902-4140. Phone: General Inquiries: (787) 721-2020, ext. 3611 or 1 (800) 981-9236. E-mail: support@hacienda.gobierno.pr.

Web site: www.hacienda.gobierno.pr

RHODE ISLAND: Individuals domiciled in Rhode Island are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Although Rhode Island tax is now being calculated based on the federal tax income, it will still be generally about 25 percent of the federal tax liability. Please refer to the Tax Division's Web site not only for current information and handy filing hints but also for forms and regulations to download. Assistance can be obtained during normal business hours — 8:30 a.m. to 4 p.m. EST — by calling (401) 222-1040 and selecting Option #3 from a menu of choices. You may also write to the Rhode Island Division of Taxation, Taxpayer Assistance Section, One Capitol Hill, Providence, RI 02908-5801.

Web site: www.tax.state.ri.us

SOUTH CAROLINA: Individuals domiciled in South Carolina are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. South Carolina's tax rate ranges from 2.5 percent at the lowest end to 7 percent for income over $12,000. Write: South Carolina Tax Commission, Forms Division, 301 Gervais Street, P.O. Box 125, Columbia, SC 29214. Phone: 1 (800) 763-1295. E-mail: iitax@sctax.org

Web site: www.sctax.org

SOUTH DAKOTA: No state income tax. Address: South Dakota Dept of Revenue, 445 E. Capitol Ave., Pierre, SD 57501-3185. Phone: 1 (800) 829-9188.

Web site: www.state.sd.us/revenue

TENNESSEE: Salaries and wages are not subject to Tennessee income tax, but Tennessee imposes a 6 percent tax on dividends and certain types of interest income received by Tennessee residents. Write: Department of Revenue, Andrew Jackson State Office Building, Nashville, TN 37242. Phone: (615) 253-0600.

Web site: www.state.tn.us/revenue

TEXAS: No state income tax. Write: Tax Policy Division, Comptroller of Public Accounts, P.O. Box 13528, Capitol Station, Austin, TX 78711-3528. Phone: 1 (800) 252-5555. E-mail: tax.help@cpa.state.tx.us

Web site: www.window.state.tx.us

UTAH: Individuals domiciled in Utah are considered residents and are subject to Utah state tax. Utah requires that all federal adjusted gross income reported on the federal return be reported on the state return regardless of the taxpayer's physical presence in the state. Utah's highest tax rate is 7 percent. Write: Utah State Tax Commission, Taxpayer Services Division, 210 North 1950 West, Salt Lake City, UT 84134. Phone: (801) 297-2200 or 1 (800) 662-4335.

Web site: www.utah.gov/living/taxes.html

VERMONT: Individuals domiciled in Vermont are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Tax rates should be obtained from the tax tables in the Vermont income tax booklet or from the Vermont Web site. Write: Vermont Department of Taxes, Taxpayer Services Division, Pavilion Office Building, Montpelier, VT 05609-1401. Phone: (802) 828-2865. E-mail: vttaxdept@tax.state.vt.us.

Web site: www.state.vt.us/tax.

VIRGINIA: Individuals domiciled in Virginia are considered residents and are subject to tax on their entire income regardless of their physical presence in the state. Individuals domiciled elsewhere are also considered residents for tax purposes for the portion of any calendar year in which they are physically present in the state for 183 days or more. Individual tax rates are: 2 percent if taxable income is less than $3,000, $60 plus 3 percent of excess over $3,000 if taxable income is between $3,000 and $5,000, $120 plus 5 percent of excess over $5,000 if taxable income is between $5,000 and $17,000, and $720 plus 5.75 percent of TI over $17,000. Write: Department of Taxation, Ofice of Customer Services, P.O. Box 1115, Richmond, VA 23218-1115. Phone: (804) 367-8031. E-mail: tax-indivrtn@state.va.us.

Web site: www.tax.state.va.us

WASHINGTON: No state income tax. No tax on intangibles such as bank accounts, stocks and bonds. Address: Washington Dept of Revenue, General Administration Building, P.O. Box 47450, Olympia WA

98504-7450. Phone: (360) 786-6100 or 1 (800) 647-7706.

Web site: www.dor.wa.gov

WEST VIRGINIA: No tax liability for out-of-state income if the individual has no permanent residence in West Virginia, has a permanent residence elsewhere, and spends no more than 30 days of the tax year in West Virginia. Filing a return is not required, but it is recommended to preserve domicile status. Filing is required on Form IT-140-NR for all income derived from West Virginia sources. Tax rates range from 3 to 6.5 percent depending on income and filing status. Write: The Department of Tax and Revenue, Taxpayer Services Division, P.O. Box 3784, Charleston, WV 25337-3784. Phone: (304) 558-3333 or 1 (800) 982-8297.

Web site: www.state.wv.us/taxdiv

WISCONSIN: Individuals domiciled in Wisconsin are considered residents and are subject to tax on their entire income regardless of where the income is earned. Wisconsin's current tax rate ranges from 4.6 to 6.75 percent depending on income and filing status. Write: Wisconsin Department of Revenue, Customer Service and Education Bureau, P.O. Box 8949, Madison, WI 53708-8949. Phone: (608) 266-2772.

Web site: www.dor.state.wi.us

WYOMING: No state income tax. No tax on intangibles such as bank accounts, stocks or bonds. Address: Wyoming Dept. of Revenue, Herschler Building, 122 West 25th St., Cheyenne, WY 82002-0110. Phone: (307) 777-7961. E-mail: dor@state.wy.us.

Web site: revenue.state.wy.us

State Pension & Annuity Tax

The laws regarding the taxation of Foreign Service annuities vary greatly from state to state. In addition to those states that have no income tax or no tax on personal income, there are several states that do not tax income derived from pensions and annuities. For example, Idaho taxes Foreign Service annuities while exempting certain portions of those of the Civil Service.

ALABAMA: Full exemption. Federal pensions are not taxable.

ALASKA: No personal income tax.

ARIZONA: Up to $2,500 of U.S. government pension income may be excluded for each taxpayer.

ARKANSAS: Up to $6,000 exempt.

CALIFORNIA: Fully taxable.

COLORADO: Up to $24,000 exempt if over age 65 or over. Up to $20,000 exempt if aged between 55 and 64.

CONNECTICUT: Fully taxable for residents.

DELAWARE: Two exclusions: (1) Up to $2,000 exempt if earned income is less than $2,500 and Adjusted Gross Income is less than $10,000; if married and filing jointly, up to $4,000 exempt if earned income is less than $5,000 and AGI is under $20,000. This is applicable if 60 years or older or totally disabled. (2) If under age 60, the amount of the exclusion is $2,000 or the amount of the pension (whichever is less) and for age 60 or older, the amount of the exclusion is $12,500 or the amount of the pension and eligible retirement income (whichever is less). The combined total of pension and ERI may not exceed $12,500 per person age 60 or older.

DISTRICT OF COLUMBIA: Pension or annuity exclusion of $3,000 if 62 years or older.

FLORIDA: No personal income, inheritance, or gift tax, but Florida has an "Intangibles Tax."

GEORGIA: Up to $14,500 exempt for those 62 years or older or permanently and totally disabled for the 2002 tax year, rising to $15,000 for the 2003 tax year.

HAWAII: Government-funded portion not taxed; employee-funded portion taxed at standard rates.

IDAHO: Foreign Service retirees whose annuities are paid from the FSPS are fully taxed on their pensions. Those persons retired under the Civil Service Retirement Act are exempt up to $19,920 for a single return and up to $29,880 if filing jointly. Up to $19,920 is exempt for unmarried survivor of annuitant. Must be 65 years or older, or 62 years or older and disabled. Amount reduced dollar for dollar by social security benefits.

ILLINOIS: Full exemption; U.S. government pensions are not taxed.

INDIANA: Up to $2,000 exemption for most 62 or older, reduced dollar for dollar by Social Security benefits.

IOWA: Fully taxable. However, there is a pension/retirement income exclusion of up to $6,000 for individual and up to $12,000 for married taxpayers who are disabled or are 55 years of age or older, or are a surviving spouse or other survivor of the annuitant. The same income tax rates apply to annuities as other incomes.

KANSAS: Full exemption; government pensions are not taxed.

KENTUCKY: Government pensions attributable to service before Jan. 1, 1998, are not taxed. In the future, the portion of annuity income attributable to service after Dec. 31, 1997, will be taxed at the appropriate rate, but is eligible for the pension exclusion of up to $38,775 in 2002 (up from $37,500 in 2001).

LOUISIANA: Up to $6,000 exempt if 65 years or older. ($12,000 if both filers are annuitants over 65).

MAINE: Recipients of a government-sponsored pension or annuity are deductible up to $6,000 on income that is included in their federal AGI, reduced by all social security and railroad benefits.

MARYLAND: For individuals 65 years or older or permanently disabled, or if their spouse is permanently disabled, all pensions may be excluded up to a maximum of $18,500 under certain conditions. Eligibility determination is required. Social Security is not taxed. See the worksheet and instructions for Maryland, Form 502.

MASSACHUSETTS: Full exemption; U.S. government contributory pensions are not taxed.

MICHIGAN: Federal government pensions may be deducted from Michigan taxable income to the extent included in federal AGI. Retirement benefits from private sources may be deducted to a maximum of $37,110 for a single filer or $74,220 for joint filers for the 2002 tax year. This maximum is reduced by the deduction taken for the government pension.

MINNESOTA: Certain persons over 65 with incomes under $42,000 may be eligible for a subtraction. The maximum subtraction is $12,000 married joint and $6,000 single, which is reduced dollar for dollar by untaxed Social Security benefits, and by one dollar for each two dollars of income over $18,000 for married and $14,500 for single. The marriage credit also applies to annuity and pension recipients.

MISSISSIPPI: Full exemption, U.S. government pensions are not taxed.

MISSOURI: Up to $6,000 exempt if the pension income is less than $32,000 when married filing jointly, $16,000 if married filing separately, or $25,000 for a single or head of household filer.

MONTANA: Up to $3,600 pension income exclusion if federal adjusted gross income is less than $30,000. Pension income exclusion reduced for income levels above $30,000. If federal adjusted gross income is greater than $31,800 for single taxpayer or $33,600 if married filing a joint return and both spouses have pension income, then no exclusion.

NEBRASKA: Fully taxable.

NEVADA: No personal income tax.

NEW HAMPSHIRE: No personal income tax; federal pensions are not taxed.

NEW JERSEY: Pensions and annuities from civilian government service are subject to state income tax with exemptions for those who are age 62 or older, or totally and permanently disabled. Singles and heads of households can exclude up to $13,125; married filing jointly up to $17,500; married filing separately up to $8,750 each.

NEW MEXICO: All pensions and annuities of New Mexico residents, if taxable federally, are fully taxed as part of Federal Adjusted Gross Income.

NEW YORK: Full exemption; U.S. government pensions and annuities are not taxed.

NORTH CAROLINA: Pursuant to the *Bailey* decision, government retirement benefits received by federal retirees who had five years of creditable service in a federal retirement system on Aug. 12, 1989, are exempt from North Carolina income tax. Those who do not have 5 years of creditable service on Aug. 12, 1989, must pay N.C. tax on their federal annuities. Up to $4,000 of any federal annuity income is exempt.

NORTH DAKOTA: All pensions and annuities are fully taxed, except first $5,000 which is exempt less any Social Security payments, but only if the individual chooses to use Form ND-2 (optional method). Individuals are cautioned to check both Form ND-1 and Form ND-2 to ascertain which one yields the lowest tax for the year. Qualifying for the exclusion does not necessarily mean that Form ND-2 is the better form to choose.

OHIO: Taxpayers 65 and over may take a $50 credit. In addition, Ohio gives a tax credit based on the amount of the retirement income, reaching a maximum of $200 for any retirement income over $8,000.

OKLAHOMA: Up to $5,500 exempt on all federal pensions.

OREGON: Generally, all retirement income is subject to Oregon tax when received by an Oregon resident. This includes non-Oregon source retirement income. However, federal retirees who retired on or before Oct. 1, 1991, may exempt all of their federal pension; those who worked both before and after that date must prorate their exemption using the instructions in the tax booklet. Oregon-source retirement income received by nonresidents who are not domiciled in Oregon is not subject to taxation by Oregon.

PENNSYLVANIA: Government pensions and social security are not subject to personal income tax.

PUERTO RICO: There is an exemption of $8,000 on income received from pension accounts if you are under 60. Over 60 the exemption is $11,000.

RHODE ISLAND: Fully taxable. No exemptions available.

SOUTH CAROLINA: Under age 65, claim a $3,000 deduction of qualified retirement income; 65 years of age or over, claim a $10,000 deduction of qualified retirement income. A resident of South Carolina who is 65 years or older may claim a $15,000 deduction against any type of income, but must reduce the $15,000 by any retirement deduction claimed.

SOUTH DAKOTA: No personal income tax.

TENNESSEE: Social security and pension income is not subject to personal income tax.

TEXAS: No personal income tax.

UTAH: Under age 65 a $4,800 exemption may be taken. However, the deduction is reduced $.50 for every $1.00 that the Federal Adjusted Gross Income exceeds $32,000 (married filing joint) or $25,000 (single). Over 65 years of age a $7,500 exemption may be taken for each individual. However, the exemption is reduced $.50 for every $1.00 that the Federal Adjusted Gross Income exceeds $32,000 (married filing joint) or $25,000 (single).

VERMONT: Fully taxable.

VIRGINIA: Age deductions of $12,000, if over age 65, and $6,000 if age 62 to 64. All taxpayers receive an additional personal exemption of $800.

WASHINGTON: No personal income tax.

WEST VIRGINIA: Up to $8,000 of income received from any source is exempt if 65 years or older.

WISCONSIN: Pensions and annuities are fully taxable. However, benefits received from a federal retirement system account established before Dec. 31, 1963, are not taxable

WYOMING: No personal income tax. □

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