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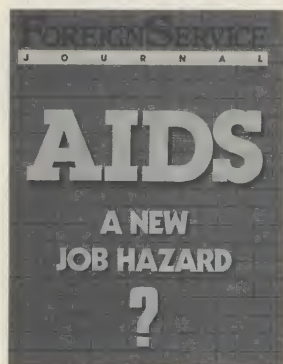
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COVER: The global AIDS epidemic has the potential to affect anyone's life, but diplomats are placed in double jeopardy. Not only can they be posted to areas in which the disease is endemic (and be required to undergo immunizations that can trigger a latent case into activity), but if they show signs of infection, their availability for worldwide service will be limited. In addition, the possibility that American diplomats may introduce the disease into a country can be an issue of important political consequences. Our six-part symposium on AIDS and the Foreign Service begins on page 25.

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# ASSOCIATION VIEWS

## *What's Good Management?*

**T**he requirements of good management constitute the State Department's key justification for continuing its absurd personnel system for Foreign Service officers. But just what is "good management"?

Let's compare the performance of the best-run private firms with the department's personnel actions. Our examples of good management are taken from the recent series of articles in *State* magazine written by department officials who went out to review the performance of 17 of the best firms, and from texts such as *In Search of Excellence*.

The comparison reveals the following:

■ The Best Run Firms try to win and keep the loyalty of their employees, while Our Managers demonstrate that they have no commitment to the vast bulk of officers and encourage them to start looking for careers outside the Service shortly after they enter;

■ The Best Run Firms try to convince their employees that they are winners so that they will perform better, while Our Managers try to convince 9 of 10 officers that they are losers and had better not clog the pipeline;

■ The Best Run Firms retain a referee role for central personnel but try to force management decisions to be made at as low a level as possible, while Our Managers centralize decisions on personnel and tie up subordinate managers in a series of tight regulations limiting their control over personnel decisions;

■ The Best Run Firms have long concluded that written efficiency reports are not very precise tools and use them only to authorize in-grade step increases, while Our Managers use our efficiency reports as if they were very precise tools capable of judiciously ending hundreds of careers a year;

■ The Best Run Firms establish operating methods which encourage cooperation among employees, while Our Managers promote a system which encourages brutal competition, not so much among officers of the same class as between different classes;

■ The Best Run Firms expect managers to handle statistics very effectively, while Our Managers have argued for some time that there is a growing surplus of senior officers despite the fact that their number had been decreasing for 15 years (and that the perception of a surplus was a direct result of their own disruptive personnel policies);

■ The Best Run Firms expect their managers to clearly understand the legal environment in which they operate, while Our Managers have insisted that the 1980 act required them to do what they were doing only to discover later that the act actually gave them considerable flexibility; and

■ The Best Run Firms expect their top line managers (equivalent of assistant secretaries, deputy assistants, ambassadors, and deputy chiefs of mission) to spend 15-25 percent of their time on personnel matters such as hirings, assignments, promotions, etc., while Our Managers encourage our line managers to keep out of personnel matters.

Clearly, improved management could play an important role in improving Foreign Service performance. It is too bad that Our Managers don't seem to know what good management is.



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## LETTERS

### Does It Compute?

The contributors to your interesting articles under the rubric "Information, Please" [March] might have found useful a modest monograph, dated November 1966, entitled *The Computer and Foreign Affairs: Some First Thoughts*. If nothing else, it could have been a reference point on the evolution of computers in the foreign affairs field.

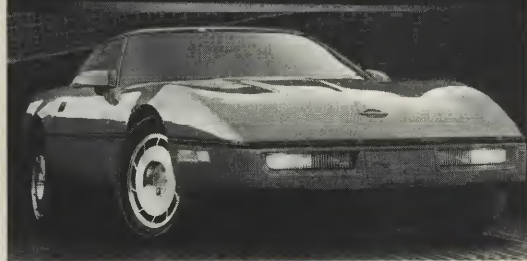
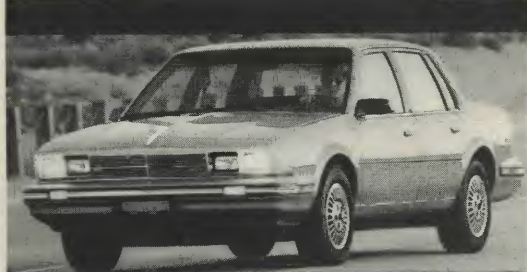
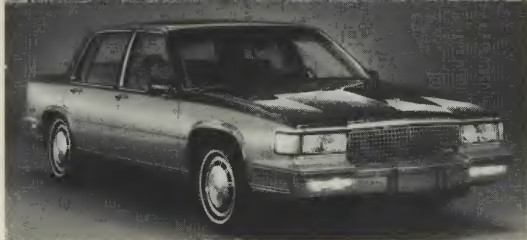
The monograph appeared as the first of a short-lived series emanating from the innovative but also short-lived State Department organization known as the Center for International Systems Research. Its publication was greeted with a mixture of ridicule, scorn, and not a little anxiety. A surprising number of senior Foreign Service officers, culturally oriented to disparate matters related to management and administration, were concerned (feared is probably too strong) that this new and unknown instrument would somehow diminish the central importance and time-honored dependence on the experience, judgment, and sensitivity of the diplomat. How silly; but the author clearly was letting the side down.

One interesting observation. The monograph was a reasonably comprehensive survey of the then-known and speculated applications of the computer. No one—not one of the futurists and wide-eyed engineers—suggested among the possible uses of this wondrous invention any application to the written language, rather than things to do with numbers. In other words, a mere 20 years ago the concept of the word processor, now on nearly every desk in Washington, was not even a gleam in anyone's eye. This, to a former executive secretary of the department who had to struggle with the endless typing of infinite redrafts of every telegram and policy paper, is incredible.

FISHER HOWE  
*Foreign Service Officer, retired*  
Washington, D.C.

### Dollars on Display

The only thing missing from David Paul's informative article on USIA's traveling ex-



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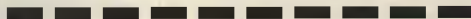
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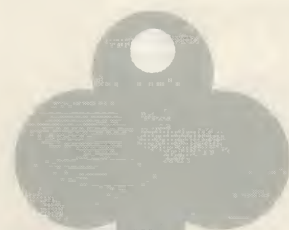
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*Edward Fitzgerald*

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hibits to the U.S.S.R. ["On the Road Again," March] is the price tag. These exhibits are not cheap, and the cost for "Agriculture U.S.A.," the 1978 exhibit that was shown in six Soviet cities, was \$5 million. In that same year, only half that amount was spent on Fulbright programs with the Soviet Union (exchanges of students, professors, international visitors, etc.).

When the State Department ran the Fulbright program and USIA the exhibits, the two budgets were separate, and management was unable to weigh their relative costs and benefits. But when the two programs were merged in 1978 into what is now USIA, it became possible for management to assess the relative values of the two programs to U.S. objectives in the Soviet Union.

The exhibits are designed for a mass audience, and in the Soviet Union the masses follow rather than lead. The Fulbright program, by contrast, is targeted on the intelligentsia, the educated and sophisticated elite who influence public opinion and help set standards for Soviet society.

The next USIA exhibit for the Soviet Union, "Information U.S.A.," which will show in nine cities, will cost \$16 million, while the Fulbright budget is still the same \$2.5 million. Exhibits are certainly useful, but in a period of declining budgetary resources, has USIA got its priorities right?

And one minor nitpick. President Carter did not "cancel all exchanges" with the Soviet Union after the invasion of Afghanistan, as Mr. Paul writes. The exhibits were indeed canceled, but most of the academic exchanges continued, as well as some in science and technology.

YALE RICHMOND

*Foreign Service  
Information Officer, retired  
Alexandria, Virginia*

### **Hong Kong, India?**

According to my *Rand-McNally Atlas*, there are in the United States alone 12 Berlins, 10 Moscows, 14 Parisés, 11 Romes, and most popular of all, 18 Cantons. The original Canton, China, is close to an even larger and more famous place called Hong Kong; yet to my knowledge there is only one Hong Kong anywhere in the world.

So you'd think people would know where that Hong Kong is located. But, according to the letters I received during my two years as consul general in Hong Kong, 1961-63, there was widespread confusion among my countrymen as to just

exactly where Hong Kong was, and indeed what Hong Kong was.

Many letters were addressed American Embassy, Hong Kong. An even larger number carried such addresses as: The American Consulate-General, Hong Kong, Great Britain; or Hong Kong, the United States; or even Hong Kong, Japan. My *U.S. News and World Report* regularly reached me addressed to Hong Kong, British Malaya. One letter addressed to the American Consulate-General, Hong Kong, India, took a circuitous route. It bore a Bombay post office overstamp stating, "Not here, try China."

The correct address is, of course, The American Consulate-General, Hong Kong, B.C.C. (British Crown Colony). That address will change in 1997 when Hong Kong, at long last, will come home to China. So after 1997, try China.

MARSHALL GREEN

*Foreign Service Officer, retired  
Washington, D.C.*

### **Using the U. N. Properly**

Now that the furor over the sizes of the Soviet and U.S. embassies and consulates in their respective countries has subsided, it is surely worthwhile for the administration to focus on one of the basic problems underlying the controversy—namely the abuse of the United Nations for purposes of Soviet espionage against the United States. When the Soviets employ their U.N. diplomats in espionage, these persons can operate with confidence knowing that even if they are caught red-handed, the most that can happen to them is expulsion from the United States. Is there any reasonable and honorable way out of this dilemma? Yes.

After consultation with the leaders of the Congress, the president should announce that we are determined to put an end once and for all to the abuse of the U.N. for espionage directed against this country. To this end, we shall regard the next act of espionage by any foreign national associated with the international organization as the signal to give the secretary general notice of our decision to abrogate the Headquarters Agreement. We would give the U.N. a reasonable period—say one year—to complete the move to new headquarters. The president could also stress that we would retain our membership and continue to do all we properly could to help it pursue its legitimate objectives, wherever its headquarters are situated.

The advantages of this approach seem clear. Since most U.N. delegates—and the

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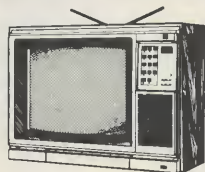
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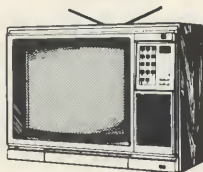
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governments they represent—do not abuse the hospitality of this country, appreciate the positive features of life in New York City, and would wish to avoid the inconvenience and cost of relocating elsewhere, we could count on their discreet efforts to deter the real culprits from further espionage. If all failed, and agents of the Soviets, or others, were caught red-handed à la Zakharov, the U.N. would not encounter major difficulties in moving to a different location. In Geneva and Vienna, the U.N. already has impressive facilities, and one or both of these great cities would be an obvious choice for the site of a new U.N. headquarters. It is true that some additional office space would be required in either of these sites, but the cost of such space could be reduced significantly by a major—and much needed—reduction in the bloated U.N. bureaucracy.

Many readers may find this approach too drastic. However, it is precisely this feature of the proposed action that would be the best guarantee that U.N. members—whatever their political persuasion—would not violate its terms.

Ever since the San Francisco Conference in the spring of 1945, the United States has gone out of its way to be a good host and loyal supporter of the U.N. This country could surely not be faulted if the president were to decide that the moment is now opportune to put an end to the abuse of the U.N. by the Kremlin.

CHARLES G. STEFAN  
*Foreign Service Officer, retired*  
Gainesville, Florida

### Correction

In the PEOPLE section of the April issue we incorrectly published information regarding the status of the Lois Roth Fund, which was established in memory of the late cultural affairs officer in USIA.

The fund, which is in trust with USIA, has had several staff changes: Bob Gosende, ex officio in his capacity as deputy associate director for Educational & Cultural Affairs; Stanton Burnett, USIA counselor; and Richard Arndt, Roth's husband, now serve as the fund's trustees.

Tax deductible contributions to the fund should be made payable to USIA and addressed to the Roth Fund, Bureau of Educational & Cultural Affairs, USIA, 301 Fourth Street, S.W., Washington, D.C. 20547. A parallel endowment exists as a charity outside of USIA, and tax deductible contributions to the endowment should be sent to the Lois Roth Endowment, c/o Richard Arndt, 1870 Wyoming Avenue, N.W., Washington, D.C. 20009.

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## BOOKS

### Reviews

*Strategies for African Development: A Study for the Committee on African Development Strategies. Edited by Robert J. Berg and Jennifer Seymour Whitaker. University of California Press, 1986.*

Concern for Africa has faded now that images of starving children no longer appear nightly on television, but the continent remains in dire straits. In recent years, however, there has been a growing determination to take a fresh look at Africa's problems. The Berg report, which placed much of the blame on inefficient policies by African governments, started a trend away from the prevailing school of thought that focused on external factors such as colonialism, a world order slanted toward the haves, and insufficient levels of donor aid. A good sample of this newer thinking on Africa is found in *Strategies for African Development*, a collection of articles issued at the time of the U.N. special session by the Committee on African Development Strategies.

Beginning with an overview by co-editor Jennifer Seymour Whitaker, the articles in *Strategies* are by and large informative and occasionally offer new insights for even the most jaded returnee from Africa. The authors argue persuasively that Africa's future lies in a rediscovery of agriculture. African industry, largely unsuccessful so far, should be tied to agriculture and kept simple. More attention should be paid to training and reversing negative trends in education and health care. Population planning is of the essence, and the public sector must be pruned.

The analyses frequently draw attention to often overlooked issues. For instance, several authors note that ethnic allegiance helps explain why things "don't work" in many African governments. And some daring solutions are offered. Chandra Hardy looks at Africa's crushing debt burden and concludes the most viable way out is debt cancellation.

Several contributors artfully illustrate the foibles of "development," noting that Africa appears to be no better off after 25 years of foreign aid and arguably is worse off. Goran Hyden, in his article on

social structure and economic development, notes the donor proclivity for large, overly technical projects that have little applicability but absorb the large dollops of aid which must be spent each year. Hyden also takes exception to the current fad for enhancing planning capacity, noting that policy decisions made in air-conditioned offices in the capital are fated to be out of touch with rural realities. The preference for quick fixes and short-term perspectives is noted by David K. Leonard in his article on agriculture: "Perhaps the most destructive of American contributions to international development has been the two-year contract." Several authors note, quite correctly, that small projects with simple goals tend to be the most successful.

Ultimately, however, *Strategies for African Development* fails to satisfy because of its focus on the trees rather than the forest. The underlying assumption of the authors is that, while some fine-tuning is necessary, western development practices and policies are generally headed in the right direction and that more of the same will help save Africa. The nature of their criticisms, however, makes clear that something is fundamentally wrong. Until this assumption is thoroughly examined, the seminal book on African development will have not been written.

—JAMES F. ENTWISTLE

*The Special Relationship: Anglo-American Relations Since 1945. Edited by W.R. Louis and H. Bull. Clarendon Press, Oxford, 1986.*

The "special relationship" that exists between the United States and the United Kingdom is more often described than defined. One of the more memorable descriptions was offered by former British ambassador Peter Jay to an American audience in London a few years ago. "The special relationship could be compared," he said, "to a long standing extra-marital affair. It arises entirely from natural affection. It is embodied in no contract. It has required no lawyer or priest to solemnize it or to commit either of us to impossible feats of fidelity. It will last as long as

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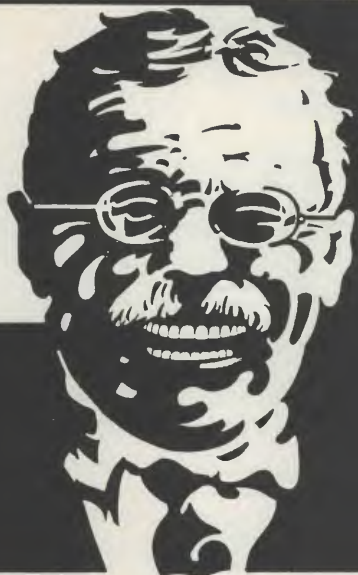
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mutual attraction sustains it; and it has, on occasion, to be discreet."

It began—if there must be a starting date—in March 1946 in Fulton, Missouri, when Winston Churchill, in his oft-quoted "iron curtain" speech, urged the continuance of "a special relationship between the British Commonwealth and Empire and the United States." This book, consisting of 25 uneven essays, is an attempt to survey the special relationship in the areas of diplomacy, economics, and decolonization over the past 40 years. Two essays, the first by Alistair Horne, "The Macmillan Years and Afterwards," and the second by Margaret Gowing on Anglo-American relations in the field of atomic energy make the book almost—but not quite—worth the outrageous price of \$52.

David Watt, former director of the Royal Institute of International Affairs, doesn't believe there is any special relationship today. "It ceased to exist," he says, "in the early 1960s and perhaps even earlier." Other contributors take sharp exception with Watt's dictum.

Security has been the keystone of the special relationship from the beginning and, judging by published reports, collaboration between Britain and the United States in the development and testing of nuclear weapons, intelligence, anti-submarine warfare and other activities is as close as ever. All this could change if British and American perceptions of the Soviet threat should diverge sharply; there is increasing evidence that this is taking place. "Hardly anyone now believes that a Soviet invasion of Western Europe is a real threat," journalist Peter Jenkins recently reported in the *Sunday Times*. Could the special relationship survive a greatly altered military relationship? Probably so, but the "special" might have to be dropped from the name.

—D.F. SHAUGHNESSY

*Exiles.* By M. Cruz. *The Permanent Press*, 1986. \$18.95.

The universal theme of searching for a place to belong in the world of Foreign Service transitions should be familiar to JOURNAL readers, but *Exiles'* additional elements add poignancy to its lively tale. The protagonist wife, of Mexican-American heritage and an alcoholic, is married to a gung-ho FSO of high rank with a proclivity for danger zones and an insensitivity to her anxieties and indiscretions. Aware that he considers her "whacko and loosely held together," she nevertheless depends on his loyalty, and relishes his exploitation of her as his personal spy. Burdened by fears of not belonging, and not caring to "do

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what's right," she rejects any responsibilities as diplomatic charetaine and mother.

In Jordan she spends her rime seeking adventures in the milieu of Arab-Israeli-American political relations, witnessing the same violent and cruel struggles among brothers of the human race that she had encountered during her 10 years amid the flux of the Orient. She meets an imposing Palestinian member of the Jordanian cabinet. He is a dignified figure of rare professional integrity and understanding, to whom she is drawn irresistibly. In her, he finds the stimulating intellectual companion and free spirit his wife is nor. Their affair embodies the challenges of his faithfulness to Islamic law and traditions and his expatriate status, and her need for security and self-worth. Without a commitment to a worthwhile goal of her own, a Foreign Service wife will find it difficult to keep a strong interconnection between her personal needs and the responsibilities of marriage in the Foreign Service lifestyle.

The author, a Foreign Service spouse who has lived 30 years in Asia, the Middle East, Africa, and Europe, spins her pro-Palestinian story with the authenticity of one who has spent 10 years in the Arab world. Readers will feel sympathy with her recounting of the eternal quest to find one's special identity in the maelstrom of exiles.

—MARY L.B. WEISS

### By Our Readers

*Beyond the Moongate.* By Agnes Nasmith Johnston. Lotus Press (P.O. Box 21607, Detroit, Michigan 48221), 1987. \$7. A collection of poetry by a former State Department research analyst and foreign affairs officer, who also served abroad as a Foreign Service spouse.

*The Evolution of the Cuban Military: 1492-1986.* By Rafael Fermoselle. Ediciones Universal (P.O. Box 450353 Shenandoah Station, Miami, Florida 33145), 1987. Written by a career officer of the Foreign Commercial Service, this book provides an extensive historical review of the role and development of the Cuban military, along with a description of its current structure.

*The Dragon and the Snake: An American Account of the Turmoil in China, 1976-77.* By Millicent Anne Gates and E. Bruce Geelhood. University of Pennsylvania Press, 1986. During the period that Thomas L. Gates was chief of the U.S. Liaison Office in Peking, Mao Zedong died, a major earthquake occurred, the Gang of Four was arrested, and Deng Xiaoping came to power.

FOREIGN SERVICE JOURNAL

This book, which is co-authored by Gates's widow, is based on material from his private memoirs and liaison office files.

**As the Arabs Say.** By Isa Khalil Sabbagh. Sabbagh Management Corporation, (3310 45th St. NW, Washington D.C. 20016), Vol.1, 1983, Vol.2, 1985. The author—a former USIA official and interpreter—has translated a variety of Arabic expressions, including some on diplomacy, and provides commentaries on their cultural significance.

**Empress Taytu and Menilek II: Ethiopia 1883–1910.** By Chris Prouty. Red Sea Press, 1986. (to order: ESPAM, Box 32031, Washington, D.C. 20007) \$13. The author—who served in Ethiopia with her FSIO husband—tells the story of Empress Taytu, one of the most powerful women in Africa at the turn of the century. She also provides a history of Ethiopia's relations with Europe and a description of the social and political roles of women during that period.

**Consultation and Consensus in NATO: Implementing the Canadian Article.** By Edwina S. Campbell. University Press of America, 1985. \$12.75. An examination of non-military cooperation in NATO, using the Committee on the Challenges of Modern Society as a case study. The author is a former Foreign Service officer who served in the European bureau.

**Poland, 1980–81: Solidarity versus the Party.** By Nicholas G. Andrews. National Defense University Press, 1985. A Foreign Service officer with extensive experience in Eastern Europe, the author served as deputy chief of mission in Warsaw during 1979–81. In this book, he provides a detailed account of the development of the Polish trade union Solidarity and the reaction of the government.

**How the Dominoes Fell: Southeast Asia in Perspective.** By John H. Esterline and Mae H. Esterline. Hamilton Press, 1986. \$19.95. This book—by a retired FSIO, who is now a political science professor, and his wife—provides a comparative examination of several Southeast Asian states. It focuses in particular on the political culture of those countries, and provides historical information from the early kingdoms through the Vietnam war.

**A Ripple on the Seas.** By Achilles N. Sakell. Vantage Press, Inc., 1986. A collection of articles and reminiscences by a former inspector and public affairs adviser in the State Department and instructor at the Foreign Service Institute.

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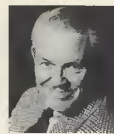
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**Programming the Invisible Hand: The Computerization of Korea and Taiwan.** By Morris H. Crauford. Center for Information Policy Research, Harvard University, 1986. The author, a retired member of the Foreign Service, examines the high-technology information industries of South Korea and Taiwan and concludes that they are already becoming major forces in the international market. He argues, however, that they need to revamp their trade and institutional structures to take full advantage of the opportunities offered by advanced technology.

**Teaching English as a Second Language: A Guide for the Volunteer Teacher.** By M. Christine Hjelt and Georgia E. Stewart. National Association for Foreign Student Affairs (1860 19th St. NW, Washington D.C. 20009), 1986. \$8.50. This book is directed at those teaching English as a second language either in the United States or overseas. Both of the authors are Foreign Service spouses and have extensive experience in the education and foreign-student fields.

**Divided Counsel: The Anglo-American Response to Communist Victory in China.** By Edwin W. Martin. University of Kentucky Press, 1986. \$27. Martin, a retired Foreign Service officer with extensive Far East experience, offers parallel accounts of the largely ineffective U.S. and British approaches toward the victory of communism in China.

**Roaming 'Round Holland.** By Patricia Gordon Erickson with Sheila Gazaleh-Weevers. This travel and living guide to the Netherlands by a Foreign Service spouse contains sections on the usual sightseeing attractions—museums, tours, amusement centers, and zoos—as well as helpful tips for new residents. The portion devoted to life in Holland contains such chapters as "Education and Summer Camps" and "Facilities and Activities," like clubs, organizations, and libraries. The guide is arranged geographically to facilitate travel plans. Each entry in the book's travel section contains the location, information, hours, and the admission price of the attraction.

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# REPRINTS

## Pillorying Hartman

By LEON WIESELTIER

Madame deFarge would have enjoyed Washington. The city's appetite for rolling heads is ravenous. Even the right heads roll sometimes. But sometimes they do not; and so I will defend a friend. The scapegoating of Arthur Hartman is sheer Washington wantonness. It was on his watch, of course, that the Marines in Moscow refused, in their elegant expression, to keep their wicks dry. For his failure to foresee that the Marines would make treason a form of foreplay, Hartman promptly took responsibility. But now, at the end of one of the most interesting and intelligent careers in modern American diplomacy, he is being smeared with other people's sloppiness. It was not Hartman who established the Soviet embassy on that Himalayan hill in Georgetown. It was not Hartman who established the site of the new American embassy in Moscow, or who arranged for it to be constructed "off-site" with surveillance-reinforced concrete. A little history shows that those milestones of American misjudgment must be numbered among the accomplishments of Henry Kissinger. But Washingtonians live, like the blessed, in an eternal present, and here is a head whose drop into the basket would confirm conservatives in their mindless conviction that America's relationship with the Soviet Union is merely a matter for spies, and allow liberals who have not lost a wink of sleep over *sandinismo* to grow hoarse with anti-communism.

Since Hartman's critics cannot gainsay his competence, they have chosen to make the fight over his view of the world. The affair has become a demagogue's delight. Hartman, runs the canard, is a wet. According to the patriots with the magic pads, his conception of the American presence in Moscow betrays a fundamental misconception of the nature of communism. His view of the Soviet Union is "benign." (After all, he's Foreign Service.) It is true that Hartman argued against the expulsion of Soviet employees from the American embassy. But that was hardly because he believes that the planet is Pugwash; he



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worried, instead, that Americans at the embassy might be easily "turned," and he was right. But there's more. Hartman's conception of the American presence in Moscow was based precisely upon his understanding of how *malign* the Soviet Union is. This was what the evidence of his own senses told him.

And so he concluded that it was part of the American ambassador's job in a communist country to bring air. Spaso House became a physical and philosophical retort to its sickened surroundings. In the closed society around him, Hartman opened an American space. I never visited Spaso House, but I know many who did. The report was always the same: for the dissidents and the refuseniks, Hartman was a godsend. He would meet them openly. He would invite them to his house, where they could discuss their politics, read their poems, play their Chopin, eat their matzoh. As Hartman saw it, he was locked in a struggle with the Soviet Union for the spirits of these people.

He would try to lift what his hosts were trying to crush. That was the reason he ran an "open" embassy. He represented not merely a government, but a political

system, and for the stifled and the stout of heart he provided not merely knowledge of that political system, but a taste of it. As Hartman left Moscow, a letter from a Soviet woman found its way to him. It is a remarkable document.

Your presence here not only made a turning point in the whole attitude of Russians to Americans...but it started, first of all, great changes in the psychology of people here, which even cannot be estimated to the full. You know that we are all here to a greater or lesser degree in the power of fear with which we grew up...When Soviet people pass an embassy they try to avert their eyes lest somebody should see a sparkle [sic] of interest in them. And here you come and it all changes. At first a few people dare to go, cautiously and slightly trembling in every limb but as nothing terrible happens—more and more boldly, more and more people. They are all on a hard long way to overcome their fear, and you cannot imagine how you have helped in it...Of course the authorities are mad,

and try to stop it, but you have made them accept your rules and your ways of dealing with people....

The Soviets penetrated our embassy and we penetrated their totalitarianism. Of course, winning the war of ideas is a poor excuse for losing the war of bugs. Hartman does not deny this. There is no contradiction between his "openness" and the vigilance required by the high technology and the low cunning of the other side. Stephen Engelberg of the *New York Times* has documented the appalling neglect of the security of the American embassy in Moscow by recent administrations; there appears to be a lot of blame to go around. So there is hard work to be done. (A friend suggests that he honor Charles Fourier's proposal that an army of soldiers always be accompanied by an army of whores.) But the vilification of Arthur Hartman is not hard work. It is cheap thrills.

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# CLIPPINGS

## Bug in the Soup

"Raze it! Tear down the utterly compromised U.S. embassy in Moscow and start over, with far greater American control over construction. So concludes the Senate Intelligence Committee. We fully concur. As a corollary, of course, the Soviets should not be permitted to occupy one more square foot at their new Mt. Alto facility in Northwest Washington until we have an embassy in which security is more than a guffaw...."

"Noting that the place had been fatally compromised by listening devices embedded in concrete by Soviet contractors, the Senate Intelligence Committee unanimously called for demolishing the chancery building at the new U.S. embassy in Moscow. U.S. officials who oversaw the construction were 'incredibly inept, naive, and irresponsible,' said committee chairman David Boren. That's understating the case."

*The Washington Times, May 1*

"Ambassador Jack F. Matlock Jr. said [April 30] that the evidence 'is not in yet' to justify demolishing the new building. He said starting anew would probably mean a delay of at least 10 years.

"It is easy to say, 'Let's just tear it down and build another one,' " he said in an interview. 'But one must think carefully about what that means.'"

*Bill Keller in the New York Times, May 1*

## Stroessner Cocktail

"Police blocked guests on their way to a prodemocracy reception honoring the U.S. ambassador and peered over a wall to locate him before lobbing tear gas into the midst of the garden festivities, the U.S. embassy said today.

"An embassy spokesman said last night's tear-gas attack on Ambassador Clyde Taylor was inexplicable. Witnesses said diplomats from Argentina, France, and West Germany also were among about 35 tear-gassed guests at the private home.

"The government of President Alfredo Stroessner, who has ruled Paraguay since 1954, has accused Taylor of interfering in the country's internal affairs. Officials

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have held Taylor responsible for Paraguay's economic and social problems and have objected to meetings he has had with opposition figures."

*United Press International, February 11*

### 1.7 Percent

"[In] the past year...Congress chose to reduce federal funding for the country's foreign affairs functions to the lowest level in post-war history....At its peak, during the Marshall Plan days, the country's international affairs budget stood at roughly 10 percent of the federal budget. By the mid-'60s that had dropped to 5 percent....In 1987 that figure will be further reduced to 1.7 percent of the federal budget, cutting by one-fifth, in a span of two years, the resources allocated to this country's conduct of its foreign policies...."

"In this light, the national commitment to conduct foreign policy in a way which supports the country's real responsibilities—much less its pretensions—must be seriously questioned....For example, in order to conduct foreign relations effectively, this country needs to speak to others in their languages....Yet the latest round of foreign affairs budget cuts will force a 45-percent reduction in the program of teaching foreign languages to diplomatic staffs at their posts abroad. This is a recipe for fielding a tongue-tied diplomatic corps."

"As another example, the United States devoted much of the past year to cheering on Cory Aquino in the Philippines....But cheers are of little use to the Aquino government....It needs resources and supportive American diplomacy. It is unlikely to receive an adequate supply of either on the basis of a budget in which bilateral foreign assistance has been cut by 13.4 percent and the budget of the Department of State by 25 percent."

*Peter F. Krogh in a Georgetown University School of Foreign Service report*

"The fact is, we cannot remain a first-class world power by committing fewer resources to our foreign relations than our adversaries. Nor can we maintain our political, economic, and humanitarian values in a dynamic and threatening world environment through the strength of our military power alone."

"As we face the third consecutive year of sharp cuts in our foreign affairs budget, I am concerned that the United States—through a series of reductions in people, facilities, and programs overseas—is mindlessly creating for itself a strategy of retreat. This budget crisis is perhaps the most urgent—and least recognized—

foreign policy challenge facing our nation today...."

"The total requested [in the president's fiscal year 1988 budget] amounted to less than two cents on every dollar in the proposed federal budget....Yet Congress proceeded to cut that request by over 20 percent...."

"These cuts threaten our vital interests not just in one or two regions but around the globe. They threaten the stability of our allies. They threaten our war on drug traffickers and on terrorists. They threaten our attempt to promote democratic values and reforms. They threaten our efforts to expand and develop trade. And they threaten our ability to pursue a coherent foreign policy by undermining our foreign affairs infrastructure and weakening our career Foreign Service. In short, by attempting to save the country some dollars over the short run, these cuts threaten to cost us much more—in money, in jobs, even in lives—over the long run."

*Secretary Shultz in testimony before the Senate Budget Committee, January 23*

"For about a generation, a distinct feature of American politics has been a proclaimed contempt for the institutions of American government generally. First it was the career diplomatic service, more recently the career intelligence service. (If the principal concern of the Iran-Contra conspirators in the White House basement was to keep Congress from knowing what they were up to, the second concern was to keep the CIA in the dark.) Young nations, small nations, can't afford this luxury; nor could we when we were young. We had to pray to God our diplomatic missions would succeed; that our arms would prevail; that we would be spared internal strife. Of late, far too many Americans, on the left, on the right, seem to think we are beyond such concerns."

*Senator Daniel Patrick Moynihan (D. New York) in a speech to the New York Bar Association, March 12*

"Trashing government and pointy-headed bureaucrats was George Wallace's invention in the early '60s. Jimmy Carter made it an artform. Ronald Reagan polished it to hi-tech genocide...."

"Two decades of government-bashing have made recruitment tough. There's a constant outflow of discouraged veterans, along with the natural aging process. The Foreign Service has been particularly hard hit."

*Jim Fain in Retirement Life, January*

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## 10-25-50

Foreign Service Journal, June 1977: "Harry Reasoner on the *ABC Evening News*, the *Washington Post*, the *New York Times*, National Public Radio, the *Atlanta Constitution*, the *Los Angeles Times*, and Reuters all picked up [AFSA's] April 26 press release opposing the nominations of Anne Cox Chambers to Belgium and Philip Alston to Australia.... AFSA opposed these two appointments, regarding them as a failure on President Carter's part to carry out his campaign promise to emphasize appointments of highly qualified career professionals, along with a limited number of first-rate political appointments, to ambassadors."

—Association News

Foreign Service Journal, June 1962: "Guest speaker at the regular monthly [AFSA] luncheon on April 26 was R. Sargent Shriver, director of the Peace Corps. In his talk Shriver stressed the point that the Peace Corps is not a policymaking organization nor any sort of brain trust, but rather that it takes its guidance from the secretary of state in policy matters; that its programs are developed in collaboration with the country team...; and that its projects are submitted to the department, and when necessary to AID, for final determination before being implemented. Shriver closed by saying that the Foreign Service sometimes encounters a lack of popular understanding and support of its activities on the part of the American public and its representatives, due, perhaps, to the fact that the Foreign Service has no constituency in the United States."

—M.J. Broderick

Foreign Service Journal, June 1937: "[Hugh Gibson] cites the charge that Foreign Service officers are either too sympathetic toward a certain cause, or not sympathetic enough; that their hearts do not 'throb' with this or that element in a given country. Ambassador Gibson observes that such critics overlook the fact that our officials are not hired to throb; they are hired to divorce themselves entirely from personal perspectives and carry out the policy of our government."

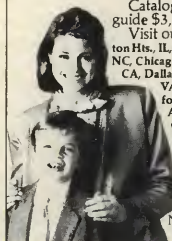
—William P. Cochran Jr.

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# DESPATCH

## Security at State

Two years after the murder of a State Department secretary on the 7th floor, the agency's multi-year plan to upgrade physical security in the main State building and its annexes is moving into the final stages. Most of the project should be completed by the end of this year. In the view of at least some of those responsible for implementing the plan, the security arrangements are as tight as possible, given the urban environment in which the facilities are located and the relatively low level of the threat against them. At the same time, no one is willing to say that any of the facilities is impregnable to a concerted terrorist attack.

Anyone who has visited main State in the last two years has seen the construction program that is renovating each of the five principal entrances to the building, as well as the three vehicle entrances. As a result of the threats concerning a "Libyan hit squad" and the truck bombing of several embassies, the department has constructed vehicle barriers around each of the lobbies, and parking is now restricted on its side of the four streets surrounding the building. In the garage entrances, State has installed rising vehicle traps to prevent unauthorized entry.

There are several possible gaps in this system to prevent vehicular entry, however. For one, the lobby and garage barriers are only designed to stop cars and trucks—not motorcycles or similar vehicles. This is due to government regulations that specify minimum safety clearances for building exits. For another, one high State security official admitted that during certain times the vehicle traps need to be left in the down, or open, position for several minutes at a time. If they are lowered for every car, they cause traffic jams, and the lowering mechanism quickly breaks down as well. The only alternative, he pointed out, would be to forbid parking in the building altogether. In addition, another high department security official admitted to the JOURNAL two years ago that there are no measures designed to prevent the type of rocket attack that some of our embassies have experienced overseas, or attacks by airplanes or helicop-

ters. The same is true today. The entire building, however, has had its windows laminated with a mylar film to prevent shattering in the event of an explosion.

To increase security against the entry of unauthorized persons, the department hopes to complete installation of its new pass-key system some time this year. The system is based on electronically coded badges that will replace the current security badges. These will work in a manner similar to automatic-teller-machine cards. Employees will run them through a slot, allowing a computer to read the card and deny entry if unauthorized. The same system can be used to prevent access to highly secure areas of the building, such as the Operations Center, to all but specified personnel. When a card is lost, its number can be quickly invalidated in the central computer.

This system replaces the current one of visual inspection. This has both good and bad effects. On the positive side, the access system is more reliable than counting on human guards to correctly identify imposters by a rapid photographic comparison. On the negative is the fact that the system depends on employees to report loss or theft of a card and is potentially vulnerable to blackmail. "We have to rely on employees to be an active participant in our system," one security official told the JOURNAL. Such a system, however, could have prevented the murder of secretary Carole Doster two years ago. She was shot by her son, despite the fact that she had reported his threats to the old Office of Security and asked it to revoke his dependent's pass before the shooting. An investigation later determined that slow paperwork on the part of both her and Security had prevented the request from being carried out in time.

An additional measure that resulted from the murder is the personal and package inspection. At that time, only non-passholders had to go through a metal detector and have their packages searched. Immediately after the incident, State added additional metal detectors in each lobby and required the inspections for all persons entering the building. By the end of the year, as soon as the physical renovations are completed, all entrants will have to go through a metal detector as they enter the lobby. The inspection will include for the first time X-ray equipment similar to the variety used in airports. Not only will this provide better security than visual inspection, it will mitigate some of the civil-liberty concerns involved in forced manual inspection. The X-ray machines also ought to be more reliable at detecting non-ferrous explosives and weap-

ons, and they can be used to probe into sealed packages—such as birthday gifts—that guards have hitherto been reluctant to open. Upon completing the inspection, entrants will go into the lobby itself and through the pass-key system.

Because the metal of their guns, badges, belt buckles, etc., caused frequent false readings by the metal detectors, the armed Federal Protective Service guards have been removed from inspection duties. Instead, contract guards in blue blazers conduct the personal inspection. The armed guards, meanwhile, are free to keep an eye on the entire lobby, as well as the outside areas leading to it. When the system is completed, the armed guards will be stationed by the pass-key gates—the last stage in the entrance-security gauntlet.

The new arrangement will also allow the FPS guards to rove the corridors, mostly to enforce regulations that require the wearing of badges at all times. The badges have been required for the past two years, but enforcement has been lax. A significant portion of persons walking the halls in the building at any time do not have visible badges. Men who wear their badges on a chain, for instance, frequently drop them in their shirt pocket.

The badges themselves are being made more tamper resistant. In addition to the electronic coding, the new badges have the seal of the department imprinted over the photograph using a process similar to the holographic symbols on many credit cards. According to security officials, it is impossible to tamper with the photo without altering this seal. One beneficial although unintended result in the change is that the department will no longer use one style of badge that was a near duplicate in color, size, material, and format to the drivers license of a certain nearby state. One adverse result, however, is that the new pass-key system will only accept badges issued by State. USIA employees, therefore, will have to apply for State passes if they need frequent access.

Another major security improvement involves the entrances from the basement parking garages into the building itself. When the metal detectors and package inspection procedures were instituted two years ago, security officials admitted that a major loophole in the system was the unguarded basement entrances. As a result, for the last two years access to the garage has been restricted to passholders—guests have to go through a lobby entrance. Shortly, employees who arrive by vehicle will have to go through the same battery of metal detectors, X-rays, and pass-keys as those arriving at ground level.

The basement is also potentially vul-

nerable to packages that arrive in trucks to the pouch room or to maintenance and delivery bays. As a result, State will begin routing almost all deliveries through its package facility in Newington, Virginia, where they will undergo appropriate inspection. Perishables and some other deliveries will continue to arrive direct.

Security for State and AID employees will also improve if Congress approves a recent agreement to move most of the department offices located in annexes throughout the metropolitan area to a relatively few buildings in Foggy Bottom. The agreement between the department and the General Services Administration provides for consolidating employees from 26 widely separated offices into just six. The principal new offices will be in Columbia Plaza (where there will be two) and State Annex 2 (515 22nd Street), both of which will involve moving out some current tenants, and a new office building to be constructed at 2121 Virginia Avenue. At present, security for some of the annexes is difficult because only a few offices or floors in a privately owned building are used by the department, and in others leases do not allow use of the lobby. Because State will be renting from the General Services Administration instead of private firms, the plan will save \$123 million over 30 years, according to GSA Administrator Terence C. Golden. Secretary Shultz pointed out that an additional although uncountable savings will be accrued "just in the time people spend going from place to place."



BIRD SEED

## Security Overseas

Last month we reported that some security officials who are filling the new jobs overseas that were created by the so-called Inman legislation are being required to devote as much as 50 percent of their time to non-security work. Since then, an official in the Bureau of Diplomatic Security has told the JOURNAL that, in the view of the bureau, the newly required work involves "security-related tasks." These include, for instance, consular work because it can involve visa fraud, or administrative functions concerning security, or construction that is security-related. The official told the JOURNAL that Security views this change as "fulfilling the job requirements that we got to begin with."

## Plus ca Change

The cartoon on this page first appeared in the JOURNAL exactly 50 years ago this month. As a service to our readers, we have updated the figures in the original Herblock drawing to those in the administra-

tion's fiscal year 1988 budget request.

The Navy, which asked for approximately \$526 million in 1937, is requesting \$102 billion this year. The State Department allocation, meanwhile, has risen from nearly \$18 million to \$4.3 billion (this includes the operations of all its agencies, but not foreign assistance monies).

State's budget seems to have improved from 3.4 percent of the Navy budget to 4.2 percent. Fifty years ago, however, the Navy comprised nearly half of our defense spending, while today it is only one of four services under a huge Department of Defense, and several other departments also receive a share of the total defense budget. When one compares State's budget to all military spending, it has decreased from 1.5 percent in fiscal 1938 to 1.1 percent for fiscal 1988. In fact, next year's budget request could provide approximately half again as much as the department will receive just on Strategic Defense Initiative

research (which many scientists think will never contribute to national defense), and an amount comparable to the department's request just on development of Stealth technology (which may already be obsolete).

Even though Secretary Shultz has made the case in every conceivable forum that a properly budgeted first line of defense is, in the long run, an economic measure, the foreign affairs agencies are in for severe cutbacks. According to Shultz, Congress has cut the president's original budget request for fiscal 1988—amounting to only two cents of every federal dollar—by 20 percent. According to Senate Budget Committee assumptions, State would find its work force cut by 25 percent within three years. The Foreign Service may also see its first furlough since the time of the original Herblock cartoon.

*DESPATCH is written by the editor and does not necessarily represent the views of ARSA.*

# A HARDSHIP POST

*This novel look at a Soviet embassy in Africa may sound familiar to U.S. diplomats*

THOMPSON R. BUCHANAN

*Season of Tropical Rains, a novel by Pravda correspondent Leonid Pochivalov, details the experiences and travails of a Soviet embassy in a small African country. This summary review presents some glimpses of Soviet diplomatic life that we trust JOURNAL readers will find both familiar and intriguing. Reportedly now translated into English, the book was published by Molodaya Gvardiya in 1983.*

FOR ANYONE who has served in a small embassy in Africa, Leonid Pochivalov's description of the human relations and embassy routine at an isolated tropical post, with its boredom, petty bickering, and frustration, will have a musty, all-too familiar aura. Having lived close to Soviet diplomats in the tropics when working as a *Pravda* correspondent, the author was apparently determined to tell their side of the story in an effort to correct popular misconceptions that diplomats lead a privileged and comfortable life. Would that there were an American Pochivalov who would write a similarly sympathetic portrayal of life in the U.S. Foreign Service at a hardship post.

Much of what Pochivalov writes, if not actually autobiographical, reflects his experiences while based in Lagos in 1975-76. Asibiy, his mythical progressive country, bears a striking resemblance to Benin, while its quiet neighbor, Kuagon, is surely Togo. Major Kenum Abeoti, who seized power three years before the novel begins, reminds one of Major Mathieu Kerekou, who took over Benin in 1972, while the climax of the novel, an air borne mercenary attack on Asibiy, has its parallel in a similar attack on Benin in 1977. Ambassador Kuzovkin in Asibiy may be modeled on Igor Zhukovskiy, who was ambassador in Benin when the author arrived in Nigeria. And, one suspects that the dean of the diplomatic corps in neighboring Kuagon is none other than Ambassador Petr Slyusarenko, and that the American ambassador with whom he dances at the president's ball was our Nancy Rawls—both posted to Togo in 1975.

*Season of Tropical Rains* is no literary masterpiece. But it does exhibit some unusual touches for a book published in Moscow. First, the characters are not the "positive heroes" so common in Soviet literature. Po-

chivalov presents his characters as "diplomats with a human face," as well as frustrated embassy wives, and Soviet women married to Africans. Second, the main female character is a Russian emigré named Katya, now a Canadian citizen traveling with her naturalized French uncle. These two are portrayed as basically patriotic Russians—a view of emigrés that would not have been printed a few years ago but now is consistent with a more liberal cultural policy. Finally, although the United States is present in the book, the superpower struggle is distant. Instead, the author writes as one who has worked in Francophone Africa, where the "interests" mean France and the other former colonial powers. It is an insidious, smiling French consul who helps organize the mercenary attack, and it is presumably the French who finally succeed in killing the Soviet geologist, Kamov, after he exposes the secret French discovery of uranium in Asibiy. It is the Belgians who overcharge the regime to repair a power station, telling the Asibiyans, "You want to build socialism, then pay for it yourselves." The closest thing to an ugly American is a UPI stringer of unknown nationality who publishes disinformation.

The novel centers on the acting Soviet consul, Andrei Antonov. While accompanying two diplomatic couriers to Mongo, Antonov violates regulations by stopping to assist Katya and her uncle, who have been involved in an auto accident. The married Antonov and Katya become involved in a very 19th century-style love affair: desperate, ambiguous, and inconclusive, with a veneer of propriety. It is only as she leaves him at the airport that Katya calls Antonov by his first name and kisses him chastely on his cheek. Eventually, Katya's uncle learns of the impending attack on Asibiy, and she informs the Soviet diplomat. In return, he arranges their flight from the country, saving the uncle from possible execution as an accomplice of the mercenaries.

It is not the plot, however, that makes this novel so fascinating to the Foreign Service reader; instead it is the descriptions of Africa and the Soviet embassy. Pochivalov writes about two Africas: the one that captivated him by its beauty and bemused him with its human qualities and frailties, and the Africa that many of his Soviet colleagues dislike and fear. In the words of Antonov's wife, Olga, it is "a land of snakes, malaria, military coups, robbery, and bad food." The most scathing criticism comes from the mouth of a young African, who de-

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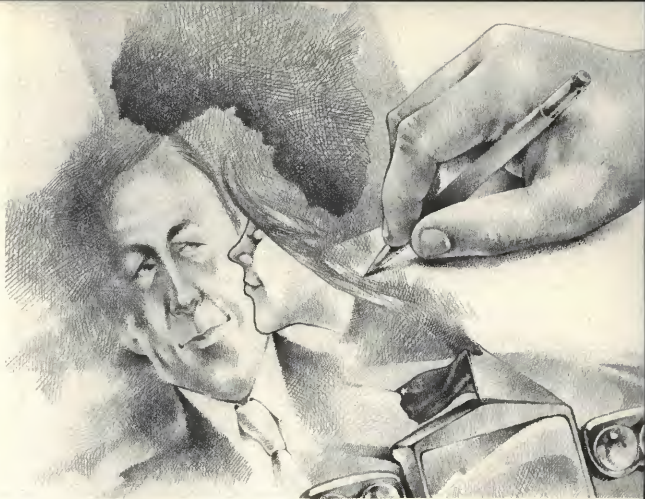
*Thompson R. Buchanan is a retired Foreign Service officer who served as political counselor in Moscow and consul general in Leningrad and as deputy chief of mission in Burundi and Gabon.*

scribes what he says is the typical viewpoint of his father's generation, namely that life was better under the whites, that "a black person can't keep his word. When he gets power, greed turns his head, and he tries to steal for himself and his relatives." Ambassador Pashkevich tells Antonov that "in Africa, the bourgeoisie tries to fit itself out with the trappings of wealth before it creates this wealth or accumulates it.... With all these limousines, they could build dozens of schools which are so lacking and a couple of hospitals. But the 'gentlemen' sitting in these limousines don't care about schools and hospitals. What they need above all are limousines, villas, and vacation trips to France."

The western reader can sympathize with Major Abeoti, leader of the military coup in Asibiy, which was directed against a "government interested in its Swiss bank accounts and its foreign villas." The description of the revolutionary leader is a familiar one. Abeoti's father had some education, and the son attended sergeants' school in Dakar, then officer training in France. There, he felt looked down on for being black, but it was also his life in that country and his acquaintance with liberals there that stimulated his interest in socialism. Back in Asibiy, he soon found officers and sergeants sharing his views. The coup led by this 30-year-old major caught the Soviet embassy "almost" by surprise. The new regime's program of nationalization, "people's power," economic independence from the West, and closer relations with the socialist countries was said to have had a broad impact in Africa. Initially, power goes to Abeoti's head, and he thinks nothing of canceling meetings with even "sympathetic foreigners" like the Soviet ambassador. But he grows with the job into an impressive and decisive leader.

Discussing the problem of modernization, Antonov and the geologist Kamov conclude that "under the conditions of Africa, where the working class is small and the peasantry backward, apparently the only real force for social reconstruction can be the army," provided, Kamov cautions, that "it is commanded by progressive officers." The Soviet task, Kamov suggests, is not only to teach the developing countries "what is advanced and progressive but also to prevent them from repeating some errors of revolutions of the past, including our own errors." He seems particularly concerned about the "revolutionary impatience" being exhibited by leaders like his own African boss, the economic commissar, whose idol is Che Guevara. He is concerned that Abeoti might be trying to move Asibiy too quickly into the twentieth century. In fact, Abeoti admits to the Soviet ambassador that his opponents have "the economic sector, tradition, the witch doctors, church, and a large part of the intelligentsia" on their side.

The author directly addresses the sensitive issue of racism in his portrayal of the Soviet wives of Africans who formerly studied in the U.S.S.R. After marrying an African doctor, one of the women—Sonya—overcame the prejudice of her Ukrainian parents only to find her children the object of reverse discrimination in Africa. She complains that the Soviet embassy ignores these women after they arrive in Africa with their husbands, and she describes being turned away



from the Soviet Cultural Center, where she went to borrow books in Russian for her children. Nostalgia for Mother Russia runs like a leitmotif throughout the novel, but nowhere is it more poignant than in the case of these women who have chosen to live forever in Africa. Eventually, the ambassador invites the mixed couples to a Father Frost New Year's party featuring a spruce tree imported from the Soviet Union. He tells the children to "remember the smell of the spruce.... It is the smell of the country where your mother was born."

**F**OR THE FOREIGN SERVICE reader, it is these vignettes of Soviet embassy life, and above all the portraits—often caricatures—of the different diplomats, that provide the greatest interest. Although they are clearly Soviet officials, there is much that will be familiar to the American who has served in such a post. The ambassadors, Kuzovkin in Asibiy and Pashkevich in neighboring Kuagon, are both of the old school, with difficult personalities affected by their long years in the tropics. Kuzovkin feels close to Africa, but his health will not tolerate the climate. He emerges as a person of greater depth and feeling than Pashkevich, who seems almost a stereotype of a diplomat. Pashkevich is an excellent analyst and tactician, but also loves the representational side of the job. He was in rare spirits when wearing evening dress or his gold-braided Foreign Ministry uniform. A stickler for "diplomatic etiquette and irreproachable dress," he declined on one occasion to use a second secretary as an escort when he saw that the officer's shoes were not properly polished. In Antonov's eyes, Pashkevich—with his exemplary manners and fine appearance, fluency in three European languages, unhurried deportment, and articulate speech—was the ideal ambassador for a small, quiet post like Mongo. Watching him dance, Antonov could only think with pride, "He is the Soviet ambassador."

Describing Kuzovkin's long years spent in small, second-class posts, Pochivalov writes of the frustration of diplomatic life. "You can devote your whole soul, force and talent to it, but the results will not be

“You can devote your whole soul, force, and talent to diplomatic life, but the results will not be apparent for years — if at all.”

apparent for years, if at all”—except to add to the paper in the foreign ministry's files. Some of your labors may become “small bolts in the body of our African, or even global policy, [but] it is not excluded that none of the information and reports, which are put together at night because there are not enough days before the departure of the diplomatic mail, find any use.” Instead, they remain simply a record of the time spent on paperwork.

But the Asibiy revolution galvanizes the formerly phlegmatic ambassador, making his reputation in Moscow. He tries to instill his own enthusiasm in his staff, telling them they are now “in the front lines, in the trenches.” The revolution provides him with the first real opportunity he has had in his generally undistinguished career to show his mettle. Initially, he has difficulty persuading Moscow that the revolution is led by “serious people” and was not simply another revolution that will turn out to be “anti-democratic.” He argues that one has to rely on President Abeoti in a situation where there is no Communist Party and the trade unions are weak. Eventually his exhortations for economic assistance for the fledgling revolution are heard. With the regime still surviving after three years, a trade agreement is concluded and some tractors are sent as a gift to the first state rice farm. But the ambassador is constantly reminded by his superiors in Moscow that giving aid to a small country on the equator means depriving the home front of needed equipment and specialists.

Revolution or not, there is a ritual to embassy life. Instead of working sensible hours for a tropical post, with a siesta during the heat of day, the Soviets toil from nine to five. The regular staff meetings last exactly one hour and have their own firm protocol. The *chargé* sits to the ambassador's right, with the political counselor to his left (Pochivalov refers to the deputy chief of mission as the *chargé* throughout the book, regardless of whether the ambassador is in residence or not). As first order of business, an *attaché* on his first foreign assignment provides a breathless summary and analysis of the daily press; his career depends on the zeal he displays in this job. Given the character of the staff—a hot-tempered and inflexible ambassador, an unpleasant *chargé*, and numerous obstinate, young officers—frequent quarrels break out at staff meetings that require the intervention of the political counselor, who has a knack for smoothing relations with a few well-chosen words.

Almost from the moment of his arrival, Antonov has been on poor terms with the *chargé*. He cannot imagine how this “insipid, dried-up” individual, who should have been an accountant in a state store, can have risen to the rank of minister-counselor. The dislike is mutual, dating to an occasion when Antonov's outspoken wife, Olga, made a loud comment about the blatant effort of the *chargé*'s wife to use her small daughter to butter up the ambassador, to the latter's obvious irritation. The ambassador's noticeable partiality for Olga did not help. During the ambassador's frequent absences in Moscow, the *chargé* becomes a study in self-importance, hastening to take over the ambassador's office, inflating the significance of the trivial, tapping his pencil loudly on the desk to indicate that he is thinking profound thoughts. He be-

rates Antonov for violating regulations by stopping to assist the victims of that car accident, saying he is an “exalted youth” quite out of place in diplomacy. “Of course our work is creative, but it has its rules...iron rules. One must observe them to the letter.” It is clear that if the *chargé* has his way, Antonov will never become a full consul.

Fortunately, the ambassador's priorities are different. For him, “diplomacy requires rules, but also creativity.” He agrees that Antonov should be punished for leaving on a courier run alone, but he approves of his decision to help those in distress. The ambassador can only shake his head when Antonov allows himself to be set up by an unfriendly journalist in Mongo, and also gets into a fight while trying to protect a woman from being beaten by her husband. The ambassador accuses him of being “emotional like a woman.” But observing that Antonov is profoundly depressed by the departure of his wife, the ambassador surprises him by his fatherly concern and frankness, telling Antonov that he does not want him to go back on reassignment under a cloud. He would much prefer, he tells Antonov, to work with young diplomats like himself than with those who “serve out their foreign assignment in the cool embassy offices, compiling surveys from the newspapers.” They don't care where they are serving so long as they can “fill their paws with foreign currency and stuff their bags with goods.” They may be capable, but “they are indifferent,” and being indifferent in a desperately needy country like Asibiy, “is not enough.” It is true, the ambassador acknowledges, that a diplomat is taught to “keep his mind and heart in the shade,” but he goes on, “keeping one's heart in the icebox may be right in Europe and America, but it is impossible in Africa.”

The ambassador has a tendency to criticize those who do not share his professional dedication and passion to aid Asibiy. After three months in the country, the representative of Sovexportfilm has set himself up in a large villa and bought all manner of hi-fi equipment, but not sold a film. When he tries to obtain the ambassador's approval to import a Honda, Kuzovkin sarcastically asks him what color car he wants, and whether he might not prefer a “yacht...*very à la mode* in the West. Don't be shy, your firm is rich.”

THE CULTURAL AFFAIRS officer, Borshechvskiy, is typical of the young careerists so disliked by the ambassador. A bon vivant who likes to “discuss women and sports, and tell risqué jokes,” he cannot be bothered to do his job if it involves an unpleasant effort, such as insisting on proper accommodations for touring Soviet cultural groups. When a Soviet director and his tearful ballerinas complain to Borshechvskiy that they have no hot water or working toilets in their hotel, he lectures them on the need to be “examples of Soviet modesty and patience.” When they take their complaint to Antonov, he is furious that Borshechvskiy should take advantage of the “patience inculcated into the Soviet people.” To show patience beyond a certain point demonstrates, he feels, a “lack of self-respect,” even in a developing country. But when he gives his “personal opinion” that they should make a fuss, the tour direc-

tor is surprised that Antonov can have a personal, as opposed to an official, opinion, and does nothing.

Some officers simply burn out on the job. Third Secretary Kamenkovich was an energetic, imaginative officer during his first two years in Asibiy, but three more years, compounded by three attacks of malaria, have worn him to a point where he is simply awaiting reassignment. As a result, he neglects to tell an important trade-union delegation for which he is responsible that it should take warm clothes to Moscow when it attends the November revolution celebrations. While telling a shocked Antonov to mind his own business, he reassures the Africans that, while the weather might be cold, they would have a "warm welcome" in Moscow.

The author reserves a special spleen for a category of officials in which the Soviet Union has long excelled: the rude receptionist. Embassy Mongo has a dilly. As many times as Antonov visits the embassy, the unsmiling woman behind the front desk never gives any sign of recognition. She is rudely inquisitive when Antonov takes a local secretary to dinner. An embassy officer assures Antonov that it is not personal; she is an "ordinary cold-blooded frog" whom African visitors have accused of being openly disdainful of blacks.

The sophisticated reader may conclude from the receptionist's position and behavior, and the fact that her husband is the ambassador's interpreter, that both work for the security organs. Similarly, in his own embassy, Antonov feels "uncomfortable to a point of alarm" when he has to deal with Genkin, who is in charge of the embassy files. The "unsmiling hauteur on his handsome face" makes even a casual inquiry about the health of his wife "seem out of place, as though it concerns a state secret."

Diplomats the world over complain about the insensitivity and stupidity of bureaucrats in the capital, and the Soviets are no exception. Antonov, for example, has little in common with the two diplomatic couriers whom he is to accompany, an ex-soccer star and a neckless weightlifter, typical jocks with their bone-crushing handshakes. But he marvels how Moscow can require that its couriers drive a Soviet Volga without air-conditioning, painted a heat-absorbing black, fully dressed at all times in coat and tie, in the African furnace. He explains to an equally amazed Soviet geologist that couriers are "under military discipline [and] cannot be sloppy."

A Soviet mechanic, Derendyaev, has his own story of ministerial incompetence: He was sent out to Liberia to sell Minsk trucks without any previous experience as a salesman or knowledge of English, and the trucks arrived inappropriately equipped with heaters for -30 Celsius. "They assume in Moscow," he complains, that "people will buy anything abroad," just because "goods do not lie around for long in a store" in the Soviet Union. Initially embarrassed that such an unprepossessing mechanic should represent a great power, Antonov comes to respect Derendyaev as someone who has taught himself English and shown some commercial flair. Noting that his competitors "consider everything, including African taste," and that Africans like bright colors, Derendyaev repaints his dark trucks in gay colors and they begin to sell—a very unflattering view of what it takes to do business

in Africa.

Pochivalov extends his criticism to deficiencies at home. In Asibiy, a crane operator who was appointed hotel manager complains to Antonov that he knows nothing about running a hotel, and asks whether the U.S.S.R. might not send out specialists to help. "Someone should send such specialists to us," Antonov thinks to himself. Anyone who has traveled in the Soviet Union can also sympathize with Antonov's reaction to a stifling Soviet train, where the seats are oversold, the windows do not open, and the air-conditioning is broken: "Yes, I'm home," he grunts to himself.

**N**O NOVEL ABOUT embassy life would be complete without some discussion of the spouses—in this case all wives—and their situation. Clearly, in this small, tropical post where nothing exciting seems to happen, the embassy is not a happy family. "As on a village street, all sympathies and antagonisms are visible. What else do young idle wives do except to exercise their curiosity?" The ambassador has no use for petty back-biting, and he is critical of the charge's wife, as chairperson of the Women's Council, for not keeping the women more busy. As a disciplinary measure, he sends one talkative assistant manager and his "gossipy, quarrelsome wife" back to Russia.

Antonov's wife, Olga, a biologist specializing in cancer research, is the best educated of the group, although not the only one to sacrifice her career to follow her husband. Among the others, there are a lawyer, a theater make-up specialist, a linotypist, and a radio announcer. Yet, apparently unconcerned about what effect her behavior might have on her husband's career, Olga is loudly disparaging of the life of a diplomat's wife—"certificate babes," as she calls them, referring to their ability to earn foreign exchange coupons that can be used back home to buy imported products.

Moreover, although Olga goes through the motions of being a good wife, she is apparently close to someone who writes her regularly from Leningrad. Antonov prefers not to have his suspicions confirmed, and in their civilized estrangement, each becomes neurotically lonely. Antonov's outlet is to drive his Peugeot at excessive speed, in violation of embassy regulations, and to go for solitary swims, which almost cost him his life. Olga withdraws inside herself; she cannot stand the sound of the air conditioner, plays the same Grieg cassette endlessly, and drinks Campari to the point of maudlin sloppiness. There is a hint of sexual incompatibility as Antonov objects to his wife going around the house in scanty attire he considers appropriate only for the beach: "She should show the modesty that raises the dignity of woman."

Although not very sympathetic to his wife's frustration, Antonov does occasionally question the prevailing assumption in the U.S.S.R. that a man's work should have priority over that of a woman. His ambassador is more of a feminist, believing strongly that diplomatic wives should be given language and area training. Citing his experience at the United Nations in New York, he argues that "a clever, well-prepared

"Some of our labors may become small bolts in the Soviet policy toward Africa, but it is not excluded that none will find any use."

and, particularly, an attractive woman can do more in diplomacy than some male professionals"—a very modern view in what remains a male-oriented Soviet society. The ambassador considers Olga, with her good looks and language skills, a representational asset. "She gets the job done. I need active participants in the political activities of the embassy, not mute peasants who only wiggle their bodies at receptions." The ambassador even urges Olga to change professions and become a diplomat, citing the example of actress Shirley Temple Black, but representational activities bore Olga. She seizes an excuse to leave the November 7 national day reception early, brushing off the objections of her husband: "Ambassador, ambassador, he's your ambassador. I am not your aide—simply your wife... Tell him I'm sick."

Antonov is sometimes more understanding of the feelings of other embassy wives than those of his own. He feels, for example, that the *chargé's* criticism of the wives he has seen walking, sweaty and disheveled, "loaded down like camels" with their latest purchases, is unfair. It emerges that the *chargé* is embarrassed because he was with the deputy foreign minister, who told him that it was "immediately obvious" that two women carrying a rug and pots were Soviets. The *chargé* then held up a newspaper from Kuango showing three women bargaining, with the subtitle, "Russian women buy Taiwanese glass beads from Africans," noting that, happily, the incident occurred elsewhere. Antonov thinks to himself of the senior embassy officers, who also buy everything in sight but have their purchases picked up in an embassy car. Besides, the women have earned their pay, and they have little else to do except shop, buying presents unobtainable at home, such as teflon frying pans, and other trinkets.

**L**IFE IN A FOREIGN country brings out the critic, but also the patriot in most of us, and the Russians are no exception. Antonov is filled with "almost boyish emotion" whenever he passes through the portals of a Soviet embassy. When invited to drive with the ambassador, he is similarly moved: "That little piece of red material on the car fender," he muses, means that "you are the Soviet Union."

Pochivalov's description of a November 7 party would fit the national-day celebration at any major embassy. The event "is a general test of the embassy's connections, of its relations with the government, social circles, intelligentsia, and foreign representatives. According to who is invited, who accepts or regrets, one can judge the prestige of the embassy and... the prestige of the country it represents. During the reception, old acquaintances are strengthened and new ones created, and even in a fleeting conversation one can obtain useful information. The confidential atmosphere and wine imbibed untie tongues that are very restrained under other circumstances." To the ambassador's great disappointment, President Aboeti does not attend the reception, even though his security guards come to check out the garden.

On the eve of the holiday, the embassy is hit by one of Moscow's periodic campaigns to save foreign ex-

change. To cut expenses, the *chargé* reduces the number of staff members invited to the reception. He infuriates the ambassador by cutting Olga from the invitation list. Representational activity represents the apex of diplomatic life for Demyushkin, and he thinks to punish her for her disparaging attitude.

Before the reception, everyone is assigned his or her role "with an actor's precision": who meets the guests at the gate, who is in the garden, who checks on food and drinks. The ambassador assigns Olga to take care of the Chinese *chargé*, who was left unattended the previous year. When Demyushkin notes that the *chargé* does not speak English, and that the Chinese "do not particularly want to have relations with us," the ambassador tells him that an English-speaking counselor will doubtless accompany him this year, and that "it is essential to have relations with the Chinese, and, where possible, to seek ways to mutual understanding." Olga reads up on Chinese poetry before the reception, but the Chinese prove totally unresponsive.

Pochivalov does not have much use for the other communist diplomats. The Bulgarian is pictured fawningly, waiting until the reception's end so he can toast "our common holiday." The handsome, cold-eyed Polish ambassador, just back from a safari, looks as though he wants to be back in the African bush, where "men can be men." His wife is a "classic beauty, richly dressed, speaking French." (One senses here the traditional Russian resentment, even inferiority complex, toward Polish diplomats, who are often more sophisticated than their Soviet colleagues.)

It is during this reception that Antonov learns from Katya about the planned mercenary attack. He and the ambassador go into the garden to discuss the report, since "they do not trust the walls of the embassy very much. Western intelligence seeks any opportunity to attach its ear wherever it can." When the attack occurs, the ambassador is bed-ridden, and even Antonov admires the way that Demyushkin takes charge. Antonov insists that it is his responsibility to rescue a Soviet family under attack, arguing that his diplomatic license plates will protect him. The *chargé* will not hear of it, however, and decides to drive Antonov in the official car. Shaking his fist, Demyushkin tells him that "perhaps they will spit on a diplomatic license plate, but on the flag? No! Let them try to raise their hand against our state flag." Before Antonov leaves Asibi for the last time, the *chargé* informs him that he has been commended by the Foreign Ministry for "bravery in carrying out his professional duties during the military action." Demyushkin insists that the commendation will help him get promoted, and is genuinely surprised and disappointed by Antonov's indifference and his rejection of the *chargé's* invitation to come for tea. Back in Moscow, Antonov's friends jokingly hail him as the "hero of the diplomatic service, the terror of the white mercenaries." Antonov spends his two months' leave in his hometown, but he cannot get Africa out of his system. At the end, we see him listening anxiously to the radio, straining to hear whether reports of a military coup are coming from Asibi or some other country. □

# AIDS: A FOREIGN SERVICE JOB HAZARD?

*A Symposium*

**D**URING THE PAST year, AIDS has come into national prominence. The disease—formally known as acquired immune-deficiency syndrome—has received much attention throughout both print and electronic media. Rare is the news broadcast or daily paper that does not have at least one story on the virus. It has also been the subject of increasingly gloomy statements by Surgeon General C. Everett Koop. Most recently, he has warned that it is no longer primarily a disease of the homosexual and intravenous drug-using communities but is spreading rapidly in the general population.

For most Americans, AIDS remains a social and medical issue, albeit a deadly one. But for members of the Foreign Service, it has become an employment issue, and at times, a political one with international consequences. Of course, non-Foreign Service victims of AIDS have experienced consequences related to their work, but this has been on an individual and arbitrary basis. Diplomatic personnel, however, now find themselves at greater risk of exposure to the disease because of their profession, and, if they contract it, face definite restrictions on where they can work. Moreover, the revelation that a member of the Foreign Service has AIDS—or even is only a carrier—could adversely affect international perceptions of the United States and even its political relations with other governments.

“Worldwide availability” means that Foreign Service employees can be posted to areas where the disease is widespread among the general population. In the

United States, recent tests among military applicants nationwide have indicated an infection rate of approximately one in one thousand, but in Central Africa, for example, some researchers believe as many as 15-25 percent of the adult population may be infected. Even if Foreign Service personnel working there do not engage in risky sexual behavior, a medical emergency could leave them facing a blood transfusion in a country without any screening capacity. And, if someone has a latent case of AIDS, it could be triggered into activity through exposure to other diseases. Because AIDS destroys an individual's immune system, it could make the usual health hazards associated with a Foreign Service career deadly. Even the vaccinations intended to protect Service personnel could trigger AIDS into its active phase in a person who already has the virus.

AIDS has also become an employment issue for the Foreign Service because a positive test for the antibody can affect where an individual can be assigned and even whether an applicant will be accepted. Testing Foreign Service employees and their dependents over 12 years of age became part of the standard medical exam in January. Those who test positive to the antibodies produced by the virus that can cause AIDS, but who do not exhibit symptoms of the disease, will be given a limited medical clearance and assigned only to posts with adequate medical facilities. Those who actually show symptoms will be restricted to assignments in the United States. And those applicants who test positive to the antibodies in the course of the pre-employment physical would be rejected outright. AFSA, which represents State Department and U.S. AID Foreign Service personnel, has strongly supported this policy while noting the need for confidentiality and fairness. But the American Federation of Government Employees, which is the labor union for Foreign Service personnel in USIA, is challenging the testing in court, claiming it is a violation of rights and will be detrimental to careers. [See the accompanying articles from State's Office of Medical Services, AFSA, and AFGE.] At this point, no such testing plan is anticipated for Foreign Service National employees.

**N**OT ONLY DO U.S. diplomats face a greater risk of exposure to AIDS because of their profession, but if they contract the disease, their profession also makes it easy for the consequences to go well beyond the individual and his or her family. As Roy Godson points out in his article "Moscow's Contagious Disinformation Campaign" [page 32], the well-publicized spread of AIDS in this country has been used against the United States in the constant struggle for global public opinion. Many governments have found it tempting to blame American military personnel for the introduction of the disease into their country. Even in friendly countries, such as Japan, the press and public have been quick to suggest that Americans and other foreigners are to blame for the emergence of the virus. Given the international climate of fear and suspicion concerning AIDS, the identification of an official U.S. representative as a carrier or victim of the disease

would undoubtedly affect local public opinion and might even lead to strained relations on the diplomatic level.

Whether one agrees with the testing program or not, there is little doubt that AIDS will become a constant companion to the Foreign Service. Colleagues—both Americans and local—will be stricken. Court documents filed in regard to the AFGE suit show that 17 Americans in the Foreign Service have contracted AIDS already, of whom 5 have died. Those figures are sure to continue rising.

The impact of the disease will also be felt in the assignments process and eventually on careers. As a growing number of outwardly healthy employees test positive for the antibodies, there will be more pressure on those few overseas posts where the medical facilities are adequate. Because these facilities must be rather sophisticated, the number of such posts is unlikely to increase. Also, the reluctance of host governments to accept infected persons may further limit the number of available posts. U.S. AID personnel may be particularly hard hit by these restrictions on their worldwide availability, since most of the posts with adequate medical facilities will probably be in Western Europe. The long-term impact of such career restrictions on the future of any Foreign Service employee remains to be seen.

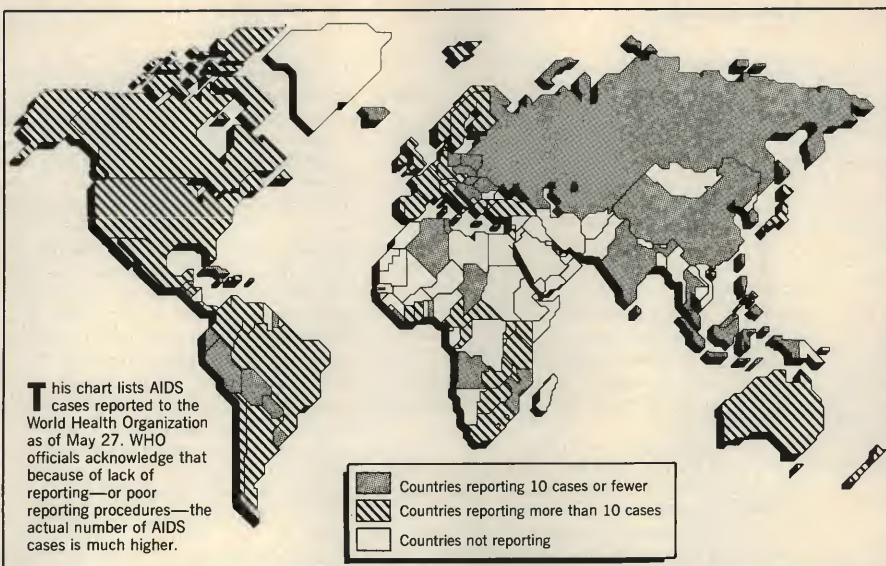
AIDS will also play a larger role in the content of Foreign Service work. Consular officials may well have to cope with the international movements of AIDS victims. A number of countries, including the United States, are considering requiring a negative test as part of the visa process.

Development officials are likely to find their responsibilities altered significantly by the disease. Already-scarce resources in the assistance budget will have to be shifted toward programs to fight the disease, thus cutting funding for other worthwhile projects. The deaths of many educated 19-40-year-olds may hinder economic and technological productivity in the Third World. Moreover, the prevention of AIDS through the use of condoms may lead to accusations that the industrialized world is intent on limiting the population of the developing countries. The disease will probably also affect agency breastfeeding and immunization programs. Currently, most of U.S. AID's efforts at combating the disease are directed through the World Health Organization, rather than through bilateral channels. The agency is collaborating with WHO in such areas as education, blood screening, and other preventive measures. Other U.S. agencies are cooperating with WHO on research.

In recent years, terrorism has made the Foreign Service a dangerous profession. It has affected the way diplomats live and work, and given a sometimes tragic meaning to the phrase "first line of defense." AIDS is much less dramatic than terrorism, but in the long-term, probably no less deadly. The beginning of any good defense is to know the enemy, and it is in the hope of fostering that education that the JOURNAL offers the following symposium on AIDS and the Foreign Service.

—FRANCES G. BURWELL

*Frances G. Burwell is senior editor of the JOURNAL. The views expressed here do not represent those of AFSA.*



## AIDS AROUND THE WORLD

Algeria	3	Cuba	1	Israel	38	St. Kitts & Nevis	1
Angola	6	Cyprus	1	Italy	664	St. Lucia	3
Antigua & Barbuda	2	Czechoslovakia	7	Ivory Coast	118	St. Vincent	3
Argentina	78	Denmark	150	Jamaica	16	Singapore	1
Australia	470	Dominican Republic	127	Japan	38	South Africa	65
Austria	72	East Germany	3	Kenya	286	South Korea	1
Bahamas	85	Eastern Mediterranean region	13	Lesotho	1	Soviet Union	32
Barbados	15	Ecuador	7	Liberia	1	Spain	357
Belgium	230	El Salvador	6	Luxembourg	7	Sri Lanka	2
Belize	1	Finland	19	Malawi	13	Suriname	2
Benin	2	France	1,617	Malaysia	1	Swaziland	6
Bermuda	48	French Guiana	58	Maldives	1	Sweden	108
Bolivia	1	French Polynesia	1	Malta	5	Switzerland	227
Botswana	12	Gambia	14	Martinique	16	Taiwan	1
Brazil	1,695	Ghana	73	Mexico	407	Tanzania	1,130
Britain	750	Greece	41	Mozambique	1	Thailand	6
Bulgaria	1	Grenada	3	Netherlands	260	Trinidad & Tobago	134
Cameroon	25	Guadeloupe	40	New Zealand	37	Tunisia	2
Canada	1,000	Guatemala	15	Norway	45	Turkey	19
Cape Verde	4	Haiti	851	Panama	12	Turks & Caicos Is.	2
Cayman Is.	1	Honduras	13	Paraguay	1	Uganda	1,138
Central African Rep.	202	Hong Kong	4	Peru	9	United States	35,980*
Chad	1	Hungary	3	Philippines	3	Uruguay	8
Chile	22	India	9	Poland	2	Venezuela	69
China	2	Indonesia	1	Portugal	54	West Germany	1,036
Colombia	30	Ireland	19	Qatar	9	Yugoslavia	10
Congo	250			Romania	2	Zambia	250
Costa Rica	16			Rwanda	705	Zimbabwe	57

\*Total cases according to Centers for Disease Control as of May 25.

SOURCES: World Health Organization and Centers for Disease Control

## A GLOBAL EPIDEMIC

**F**IRST OBSERVED a mere six years ago, AIDS stands revealed today as a modern plague with tentacles that extend to virtually every country in the world. At least 100,000 people have already contracted AIDS-related disorders, and the number stricken rises daily in Africa, North America, Europe, South America, and Oceania. With 12 Asian countries now reporting the ominous first few cases of the disease, it has become clear that no continent will be spared.

In response, the World Health Organization is mounting the most ambitious program in its history: a global strategy to prevent and control the spread of AIDS. "A gigantic tragedy is unfolding in front of our eyes," says Dr. Halfdan Mahler, director-general of WHO, "and we are really running scared."

According to WHO and other health authorities, what makes the disease such a threat to "the entire fabric of societies" is the infection of millions with the virus—human immunodeficiency virus, or HIV—that causes AIDS. Scientists and medical experts believe that for every case of full-blown AIDS there are 50–100 people infected with HIV in its latent form, or between 5–10 million worldwide. WHO predicts that as many as 100 million people could be infected within the next five years if present rates of transmission continue.

The vast majority of people infected with HIV display no symptoms, and most of them have no idea that they carry the virus. Yet all the evidence indicates that the infection is lifelong and that each of these individuals can give the virus to others through sexual contact (vaginal, anal, and oral), as well as through contact with their blood or blood products. Infected mothers can also pass AIDS to their children before and during birth, and possibly through breast-feeding.

When HIV was originally identified as the cause of AIDS in 1983, it was thought that only a small fraction of those infected would contract the disease. Recent studies suggest, however, that HIV is distinguished from other viruses by an ability to remain latent for years, and that eventually most infected people will become ill. HIV suppresses the body's immune system, and in 1984, scientists also discovered that the virus can directly attack the central nervous system, shrinking the brains of its victims and giving rise to a range of neurological symptoms, including dementia.

WHO hopes to raise \$200 million in fiscal year 1988 for its AIDS Control Strategy. By the 1990s, WHO plans to spend about \$1.5 billion annually in the fight against AIDS. One of the first challenges facing WHO is overcoming what Dr. Jonathan Mann, director of the control program, calls the "stigmatiza-

tion" of AIDS; that is, the persistent tendency of people and governments to try to fix responsibility for the epidemic on others. In the United States, for example, the homosexual community has been blamed for introducing the virus into the general population, while in Europe, Africans have been held responsible. A Soviet report that HIV was created in a U.S. chemical-warfare laboratory has received wide coverage in Eastern Europe and Africa [See article on page 36]. The death a few months ago of a Japanese prostitute with AIDS has sparked a backlash against westerners that may result in legislation denying Japanese visas to foreigners suspected of carrying the virus.

Concern over proposals for similar legislation in Britain and other countries that would screen visitors from abroad for the virus led WHO to convene a conference on international travel and HIV in early March. After discussing such issues as the expense of testing millions of travelers, as well as the political and ethical dilemmas involved in refusing entry to citizens who have become infected abroad, the participants concluded that "HIV screening of international travelers would retard only briefly the spread of HIV, both globally and with respect to any particular country."

Mann comments that "people need to realize that AIDS will not be stopped anywhere until it has been stopped everywhere." Moreover, he points out that screening international travelers can only divert resources from more effective methods of slowing the epidemic, such as blood-bank screening and public education programs.

WHO will also take the lead in coordinating an international network among scientists to share information and encourage aggressive research on the epidemiology of AIDS and possible therapeutic agents and vaccines. The organization is now in the process of setting up a "virus bank" that will give scientists who have been unable to obtain samples of HIV or related viruses unimpeded access to the materials they need for research. In April, it will sponsor another conference on the conditions required for volunteers to undertake the first human "challenge tests," or tests in which a potential vaccine is challenged by a live strain of HIV. This should speed the process of determining how tests are to be conducted once a vaccine is ready.

Yet for all the truly remarkable advances that have been made since AIDS was first described—identification of its cause, formulation of a blood test, discovery of an effective therapy (azidothymidine, or AZT), and the beginning of vaccine development—most scientists believe it will be many years before either a cure or an effective vaccine becomes available. For the time being, therefore, WHO will be concentrating most of its energies on public education and primary-health-care measures designed to stop the spread. The organization recommends that every country move immediately to develop a national action plan to collect statistics on the disease, a laboratory and support capability, educational programs for health-care workers, and prevention campaigns directed at the general public, as well as high-risk groups. WHO and other health authorities agree that the national prevention programs must be explicit if they are to be

effective. It has not been easy, however, to convince governments to launch massive campaigns urging their citizens to avoid casual sex while at the same time advising the undeterred to use spermicide, which kills the virus, and condoms, which can prevent its transmission. Few governments in the Third World have either the money or the technology to get the message out to all their people. And few governments that have the money or technology also have the political courage to brave the storm that this message might create.

There are, however, some encouraging signs that governments are beginning to grapple with the inherent difficulties of prevention and control. Every major Western European government has launched, or is preparing to launch, information campaigns about AIDS. Britain, Switzerland, and West Germany are broadcasting public service announcements about the disease on television. Uganda and Brazil recently became the first developing countries to inaugurate official public education campaigns aimed at teaching citizens how to prevent infection. In the United States, where the situation is worse than anywhere else except Central Africa, the Reagan administration announced in March its plans to send to every household a leaflet containing information about AIDS. Congress, however, has not voted funds for this project.

Even assuming that WHO is able to overcome all the political and technical impediments to its AIDS control program, the question remains whether education can radically change the most intimate behavior of enough individuals so that the course of the epidemic is halted. "It could take as long it has to change attitudes in this country about smoking, or drinking and driving," says Dr. Peter Drotman of the Centers for Disease Control in Atlanta. "AIDS is going to get a lot worse before it gets better."

—DEBORAH SCROGGINS

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### Office of Medical Services

## A FOREIGN SERVICE HEALTH ISSUE

**I**N FEBRUARY 1985, the Office of Medical Services established a task force to examine the implications of AIDS for Foreign Service personnel and to evaluate relevant State Department procedures and policies. As a result, the office decided that it

would be appropriate to institute a program of testing Foreign Service personnel, dependents, and applicants for infection with the virus that causes AIDS. Such testing is allowed under Section 904(b) of the Foreign Service Act of 1980, which authorizes the State Department to give medical examinations to applicants and members of the Foreign Service and their families. The exams are used to determine whether any physical, neurological, or mental condition exists that would make an individual unable to function on a worldwide basis and, if so, to establish a medical clearance level for use by the Bureau of Personnel when making overseas assignments. Personnel is *not* informed of the reason for the restriction but only that a clearance has been limited "for medical reasons."

In January, the AIDS test was added to the other blood tests already done during the clearance exams. This starts with an enzyme-linked immunosorbent assay—popularly known as ELISA—which takes a broad picture of proteins that may be associated with HIV. If the results are negative, the procedure ends. In the event of a positive, the test is repeated. If still positive, however, the office performs the Western Blot test, a sophisticated procedure that looks for the proteins the virus produces. A negative here will end the procedure, but a positive must be confirmed by a repeat test on a new blood sample with the ELISA procedure. A positive reading again calls for a second ELISA test on the new sample, then a repeat of the Western Blot if still positive. A positive reading on this last test confirms exposure to the HIV virus. A negative ends the procedure. Equivocal results lead to further evaluation at Walter Reed. The result of this involved protocol is to ensure that no one will be told of exposure to HIV until there have been four positive ELISA tests and two positive Western Blot tests on a total of two independent blood samples.

This complex procedure will make it possible to identify those members of the Foreign Service who are infected with the HIV virus but who do not exhibit any symptoms of AIDS itself. Even though they are asymptomatic, they will require readily available medical facilities, as well as physicians experienced in treating this deadly disease. Moreover, counseling at the time of diagnosis will provide the patient with current information about the disease and the best way to control its spread. Because they may develop a potentially life-threatening illness, individuals in the quiescent state of the infection need to be monitored periodically by experienced health-care professionals with adequate facilities at their disposal. Then, if a problem arises that is unrelated to the HIV infection, authoritative reassurance can quickly be provided. If, on the other hand, the infection progresses and becomes symptomatic, early diagnosis and expert treatment of the complications could prolong the patient's life. The great majority of overseas posts lack the facilities to provide these required services, nor can such sophisticated facilities be easily developed.

Identifying persons with the virus may also help avoid exposing them to situations that might stimulate the development of the disease. Just why the asymptomatic HIV infection progresses to active disease is not fully understood. Because of the prob-

ability that stimulation of the weakened immune system contributes to this change, experts urge those with the HIV antibody to avoid exposure to infectious diseases and optional vaccinations. In the overseas milieu, however, infectious disease is commonplace, exposure inevitable, and vaccination usually required.

Finally, in most overseas locations where our staff resides, it is not possible to test donated blood for the HIV antibody. Several times each year, embassy personnel and their family members may supply blood for colleagues. Testing employees and their dependents will decrease the chance that this donated blood could spread the virus. For these reasons, the Office of Medical Services and the State Department determined that testing would protect personnel and assure optimal care, and thus should be included as part of the medical examination that clears an employee for assignment overseas.

AIDS and infection with the HIV virus is treated no differently than any other medical problem that may limit an employee's ability to serve overseas. All such medical problems are routinely evaluated in the biennial physical examination required of employees and dependents who are covered by the department's medical program. Civil servants and contract employees who do not fall under the coverage umbrella of the medical program are not tested.

Because of the potential risks infected persons will face when serving overseas, all persons—both employees and dependents—found to be infected with HIV will receive a restricted medical clearance. Those who exhibit symptoms and evidence of suppression of the immune system will be given a class 3 medical clearance, which limits assignment to the United States. Those who test positive for the antibody but are not symptomatic—and do not show evidence of immune suppression—will receive a class 2 clearance, limiting their assignment to particular posts where adequate medical care is available to follow and treat the problem.

Determining which posts are suitable for an infected individual is a complex procedure. The post must have adequate medical facilities that can effectively monitor the individual and provide the sophisticated care required if the disease should suddenly become active. The available medical personnel need to have sufficient experience and diagnostic tools to distinguish between illnesses that may be unrelated to AIDS and those that may represent the progression of the disease into an active phase. Even if the required medical facilities exist, however, there might be other factors that would disqualify a post. A person infected with HIV would not be sent to a locale where there is a significant incidence of infectious diseases or where vaccinations are required, since either could trigger an activation of the AIDS-causing virus. As for those applicants to the Foreign Service who are found to be infected—or whose dependents test positive—Medical Services will recommend against hiring them because of the obvious limitations to worldwide availability.

Medical Services realizes that because of the political, social, and emotionally charged nature of this illness, medical confidentiality is of paramount im-

portance. Thus, medical records of all our patients, and any information contained in them, will only be available to the health-care professionals with direct responsibility for the care of an individual—the policy for all medical information in the department. The record will not be released to any outside medical or non-medical authorities except at the patient's written request.

—EBEN DUSTIN M.D.

*Eben Dustin, M.D., is director of the State Department's Office of Medical Services.*

## AFSA

# TESTING: NECESSARY — AND PRUDENT

THE ASSOCIATION has been formulating its position on AIDS for the past year or so. We have met with representatives of the State Department's Office of Medical Services, consulted with outside medical sources, and extensively researched the subject.

One of the most disturbing aspects of attempting to come to grips with this subject is trying to pin down facts. No matter whom you talk with, whether it's the Centers for Disease Control in Atlanta or a family physician, answers always begin "as far as we know now..." For a union trying to reach the best conclusion for *all* its members, this has been enormously frustrating.

Unfortunately, the facts on which there is agreement are not reassuring:

- AIDS kills;
- There is no cure for AIDS and no vaccine to prevent it. We hope there will be a cure and a vaccine next week—or next month. But we are dealing with now, and for now there isn't one;
- A person who tests positive for the virus but does not have an active case of AIDS can infect others if proper precautions are not used in sexual contact, intravenous drug use, and blood transfusions;
- An estimated 1.5 million people in the United States are infected with the AIDS virus. The surgeon general predicts that 20–30 percent will develop active cases of AIDS. But 70–80 percent may not, although they will always be carriers of the virus. It is estimated that by 1991 there could be as many as 3.5 million symptomatic AIDS cases worldwide and 100 million people infected with the virus; and
- Authorities emphasize that AIDS cannot be transmitted by casual contact.

An enormous amount of research and money is being poured into AIDS. Pending results, how should the Foreign Service deal with the disease? First, we need to keep in mind two statements by the surgeon

general in his recent report: "AIDS is a life-threatening disease and a major public health issue. Its impact on our society is and will continue to be devastating." And, "Unreasonable fear can be as crippling as the disease itself."

When management informed AFSA that an AIDS test was to be added to the other mandatory tests during the medical exam, there was considerable discussion on the Association's standing committees and at the Governing Board. The consensus was that the test itself was necessary. We were, however, concerned about several issues, particularly the risk of false-positives; the need for confidentiality; and the protection of the careers and health of employees and dependents who test positive, as well as of those who do not.

With regard to false-positives, the test for AIDS is not like the tests for drugs. It is accurate to 98-99 percent. Further, in the case of a positive result, the test will be repeated. If another positive results, a more complicated test, equally accurate, will be made. No one has to worry about what they have eaten or drunk before the test.

As for confidentiality, the Office of Medical Services has a good record. While we do not always agree with their procedures, we do agree that this is a necessary medical test, and we accept their assurances that confidentiality will be maintained. The Bureau of Personnel, as usual, will be told only that an employee or dependent has been given a Class 5 or Class 2 clearance. Many individuals in the Foreign Service have, at one time or another, had such medical restrictions placed on their availability for assignments, and survived without noticeable career damage. We intend to monitor the situation very closely to assure confidentiality and career and health protection for all the men and women we represent.

If an employee or dependent has a fully manifested case of AIDS, the need for a Class 5 clearance is unfortunately indisputable. We hope this situation will change, but until it does, the need for medical care is acute if the infections contracted as a result of AIDS' having weakened the immune system are to be effectively combated.

The situation for an individual who has been infected but who does not have an active case of the disease is more difficult, particularly emotionally. Although a carrier, that person may have no symptoms whatsoever and may continue to have no symptoms for the rest of his or her life. Yet, there is always the possibility that a full-blown case of AIDS may develop very suddenly. Stress, exposure to infections, and inoculation with live vaccine are all suspected of being capable of triggering active AIDS in those carrying the virus. These are all conditions of Foreign Service life, and as a purely medical matter, these individuals must be monitored. But they must not be stigmatized and their careers must not be ruined. Medical Services intends to grant Class 2 clearances in these cases, which would limit employees to posts with adequate medical facilities.

The Association believes that Foreign Service employees and their families should accept this test as they have accepted tests for diabetes, tuberculosis, hepatitis, and other medical conditions. Some live

and work in areas where AIDS is endemic, or where other severe infections are difficult to avoid. There are valid concerns about the safety of blood supplies and about medical hygiene in many parts of the world.

The Association has never relied solely on Medical Services for the information needed to help us reach conclusions about AIDS. We have no reason to doubt the office's sincerity, but outside opinions and insights are valuable. The medical sources we have contacted and the material we have read have led us to the inescapable conclusion that State is acting responsibly and that the actions it is taking are necessary under present circumstances and in the interest of all the individuals it is charged with protecting.

*AFSA is the exclusive bargaining agent for Foreign Service personnel in the State Department and AID.*

## AFGE

# DAMAGE TO CAREERS AND CIVIL LIBERTIES

WHEN THE American Federation of Government Employees' Foreign Service members were faced with the decision of State Department management to initiate, without discussion, involuntary screening of all USIA Foreign Service employees and certain family members for the virus that causes AIDS, the union immediately requested consultations. AFGE's concern about a mandatory testing program stems from the fact that the Public Health Service, the Institute of Medicine, and the U.S. surgeon general have all recommended that routine testing *not* be conducted. Not only is its medical value questionable, it also has dangerous implications for civil liberties, and it is potentially damaging to the careers and well-being of all concerned. At the same time, the medical authorities cited indicate that such testing provides little or no safeguards for others whose contacts with virus-infected individuals are only in normal office and household situations.

Although AFGE considers the involuntary testing program to be an important change in working conditions, given its potential to adversely affect the employees, the department's reply to our request for discussions was to contend that it is a "non-negotiable" activity, and thus not subject to such management-labor discussions. This left AFGE with no alternative but to file a class action suit in an effort to obtain a court injunction stopping the testing program until the issues we raised on behalf of our members could be clarified. That suit was filed in federal district court in January. Three months later, the court denied AFGE's request for a temporary stay of

the testing pending the outcome of the lawsuit. However, the court will soon be considering arguments from the parties for and against the department's mandatory-testing policy.

The union's position on this issue was strengthened by the results of a two-day, national conference on AIDS held at the Centers for Disease Control in February. The participants reached the consensus that routine testing for the AIDS virus should not be undertaken. At the same time they recommended other steps, all of which AFGE strongly supports, such as increased research, educational programs, and voluntary testing programs. AFGE has never objected to, and in fact it favors, voluntary testing in circumstances in which it would be recommended by competent medical authorities.

The department's testing program creates disadvantages for Foreign Service employees who test positive, not only those who may later develop AIDS, but also the 60-70 percent of this group who, although carriers, will never develop the disease. These disadvantages include: limited assignments due to limited clearances; limitations on careers as a result of such assignments; a negative notation in medical records; possible difficulties in obtaining health insurance upon leaving the Foreign Service; and a powerful, adverse psychological factor. For all the above reasons, AFGE, in guarding the interests of USIA's Foreign Service employees, questions the wisdom of a mandatory testing program that remains not only controversial, but completely contrary to the recommendations of other recognized medical authorities, including other entities of the federal government.

*AFGE Local 1812 is the exclusive bargaining agent for Foreign Service personnel in USIA.*

### *Disinformation*

## MOSCOW'S CATCHY MEDIA CAMPAIGN

**I**N EARLY 1985, the KGB began a worldwide campaign to blame the United States for the AIDS epidemic. It continues to this day, despite exposure by western scholars and journalists and protests by the U.S. ambassador to Moscow. In October of that year, the Soviet weekly *Literaturnaya Gazeta* published an article by journalist Valentin Zapevalov alleging that the U.S. government had engineered the AIDS virus during biological warfare research at Fort Detrick, Maryland ("grievously known to the whole world," said the article, "as the place where biological weapons are created"). The article also claimed that the disease was being spread by U.S. servicemen, who had been used as guinea pigs for the

experiment. The source cited was an Indian newspaper, *Patriot*, that has been known to carry Soviet disinformation in the past. The story was repeated by Moscow's Radio Peace and Progress in the English- and Turkish-language broadcasts to Asian countries, including some where the United States has important military bases. According to the State Department, it was also picked up by several non-communist wire services.

In April 1986, the Soviet publication *Soyetskaya Rossiya* put out the story again, this time citing not only the *Patriot*, but also a 1984 book, supposedly by one Jacques Leibovich, that claimed AIDS could have been genetically produced. In May, *Literaturnaya Gazeta* published purported claims by John Seale, a London-based doctor, that AIDS is a biological weapon—an apparent reference to statements by Seale that AIDS was a man-made virus that could have been made by either American or Soviet scientists.

Last August, the subject came up at a meeting of the non-aligned movement in Zimbabwe. The *London Sunday Telegraph* quoted the *Harare Sunday Mail* as reporting the distribution at the meeting of a pamphlet titled *AIDS: USA Home-Made Evil, Not Made in Africa*. The pamphlet, said to be written by biologists and backed with scientific arguments, charged that the virus was created in 1977 at the U.S. research facility at Fort Detrick. A State Department document notes that a similar report was carried by the United News of India wire service and that the pamphlet claimed the disease was spread to the world by "criminals who had engaged in homosexual practices" at Fort Detrick and who then moved to the nearest urban center, New York. (The *Telegraph* said the pamphlet was attributed to two French biologists, but the names on it are those of a retired Soviet biologist, Jacob Segal, and his wife, Lilli, who reside in East Germany. And Fort Detrick is not near New York; Washington, Baltimore, and Philadelphia are all closer.)

But the big break for Moscow came last fall when scores of major newspapers throughout the world reprinted a story that had appeared in the October 26 edition of London's conservative mass circulation *Sunday Express*. A front-page exclusive charged that "the killer AIDS virus was artificially created by American scientists during laboratory experiments which went disastrously wrong—and a massive cover-up has kept the secret from the world until today." The same Jacob Segal was cited as a major source for this story. Within hours, newspapers, radio, and television stations from the Baltic to the Mediterranean and from the Atlantic to the Pacific gave considerable coverage to the story. The *Canberra Times* headlined "AIDS Made by U.S. Scientists." Italian dailies such as *La Stampa* carried the report on page one. The second largest Greek daily, *Ethnos*, reprinted the *Sunday Express* story in its entirety and a popular Greek radio morning show highlighted it. The media in Brazil, Sweden, Spain, and many other countries also carried versions. The story was ignored by most American newspapers.

Moscow is now recycling its original allegations, but no longer relying on obscure Third World, pro-Soviet newspapers as sources. For example, Tass re-

ported in November that the major Indian newspaper *Hindustan Times* had been using information supplied by "French" scientists, and recent Soviet foreign broadcasts have cited the *Irish Sunday Press* as confirming the reports of the "French" professors that AIDS is an American creation.

What do the new Soviet leaders hope to gain from such crude disinformation? Why do the sophisticated practitioners of Gorbachev's doctrine of "openness" believe that the benefits of this campaign are worth the costs of outraging Americans?

These Soviet accusations that the United States created AIDS are an example of a favorite Soviet propaganda ploy to portray the United States and its political system as the source of the world's major economic, political, and social troubles. They are also intended to discourage "undesirable" political contact with Americans. Moscow has gone to considerable lengths to prevent unwanted fraternization with westerners during recent political festivals and sports events. During a 1985 international youth meeting in Jamaica, and at the July 1985 Youth Festival and 1985 Goodwill Games, both held in Moscow, young people were warned to stay away from Americans and other westerners—from whom, it was alleged, they could contract AIDS.

Such accusations are also part of a much larger campaign to spread panic in countries where U.S. military bases are located and to encourage calls for their removal. In late 1985, broadcasts by Radio Peace and Progress to Asia claimed that outbreaks of AIDS "are as a rule registered in the areas near American war bases." A Soviet Turkish-language broadcast urged NATO countries to close U.S. bases because of the "devastating danger of an epidemic of AIDS." Special targets are the United Kingdom, Spain, Greece, and the Philippines, all of which are debating restrictions on the U.S. military presence in their countries. The Washington-Athens agreement on defense and economic cooperation, for example, expires in 1988. Disinformation about AIDS could be a useful theme in a NATO country where the government and public opinion have moved in a neutralist direction.

The Third World, particularly Africa, is especially fertile ground for the Soviet AIDS campaign, and already there are signs of specifically targeted measures. The pamphlet *AIDS: USA Home-Made Evil, Not Made in Africa* claimed that statements that AIDS might have originated in Africa were a racist alibi to conceal U.S. plans for waging bacteriological warfare. The racism angle has surfaced in other guises. For example, the United States has been accused of collaborating with South Africa on the development of "ethnic bombs" that are lethal to blacks but spare whites. Such tales may strike Americans as absurd, but they are not necessarily incredible in other cultures.

The AIDS campaign is also a diversionary tactic against claims that the Soviet Union has used biochemical weapons in Cambodia, Laos, and Afghanistan and is itself engaged in genetic-weapons research. The U.S. government has maintained—despite some scientific dispute—that the Soviets used "yellow rain," a potent toxin, in Southeast Asia until 1983. There also have been persistent charges of Soviet use of chemical weapons in Afghanistan. The Sovi-



ets' stock response is to accuse the accusers of links to the CIA and claim that the United States supplies chemical weapons for use against Soviet troops in Afghanistan. Given the special horrors of both chemical warfare and AIDS, Soviet agents almost certainly hope to link the two and muddle the debate. Moscow may also be trying to sidetrack the modernization of U.S. chemical weapons and neutralize western charges of a major Soviet genetic-engineering research program.

The effectiveness of such crude disinformation is sometimes downplayed in the West. Some observers believe that disinformation is carried basically in pro-Soviet media and does not deal with significant issues. Others maintain that it is often not believable and has little or no influence on public perceptions and political debate. But the initial Soviet success in getting their America-equals-AIDS message picked up indicates otherwise.

The U.S. government began exposing the Soviet AIDS campaign last year through State Department comments and USIA publications. Brazil's *Estado de Sao Paulo* and other newspapers that carried the Soviet disinformation have printed retractions, and the *Hindustan Times* added that almost all scientists believe that AIDS "mutated naturally and spontaneously from the animal virus."

In 1986, Arthur Hartman, then U.S. ambassador to Moscow, wrote letters to the Soviet press protesting the stories as "patently absurd" and asking that they be corrected. His protests were ignored, and Hartman then made his letters public. But as recently as several weeks ago, Soviet-bloc media were still recycling the AIDS story. The April 26 issue of *Moscow News*, a weekly published in Russian, English, Spanish, French, and Arabic, ran a long article that repeated the standard accusation about AIDS' having been created in 1977 at Fort Detrick. Given Soviet objectives, the growing worldwide fear of AIDS, and the early success of their disinformation campaign, Moscow is unlikely to cease and desist anytime soon.

—ROY GODSON

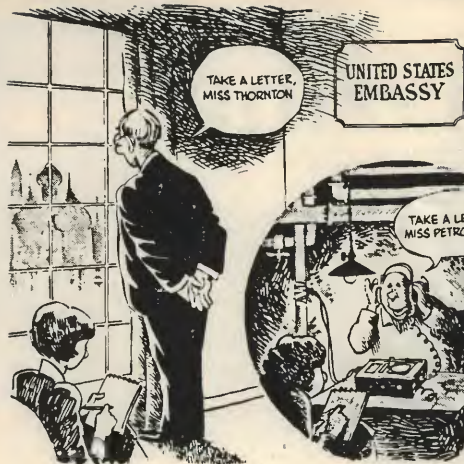
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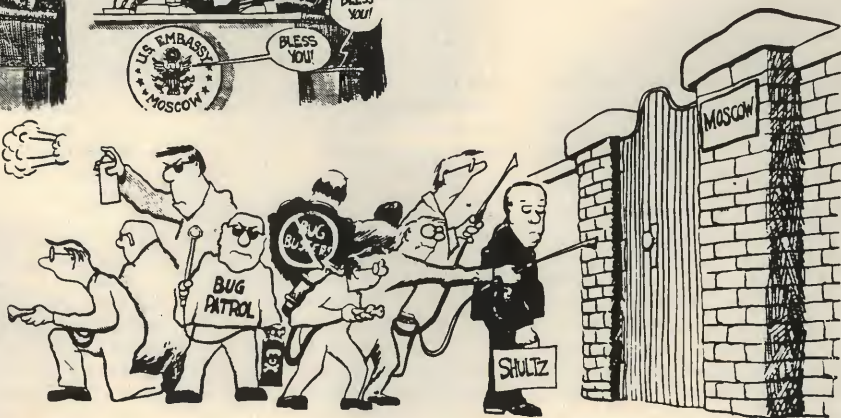
# BUGS BUGS BUGS

A selection of cartoons from newspapers around the country about recent events at our embassy in Moscow.





"Good morning, Ms. Brown. Good morning, Ms. Wilson. Good morning, Mr. Gorbachev."



SHULTZ AT THE ARMS TALKS, WITH HIS ENDURAGE OF EXPERTS.

JUNE 87  
CHARLESTON DAILY MAIL

# The Amazing Miss Able

LATE FALL IN Edinburgh can be wet, dark, and dreary. This particular day had been uneventful and in this late afternoon there were no more visitors to the office. I was sitting with my back to the door, looking out through the bars on my office window at the dark sky and pelting rain. My thoughts, or lack of thoughts, were suddenly interrupted by a cheerful voice behind me proclaiming, "Here I am!" I swiveled around in my chair so violently that I almost lost my balance. There, standing in front of my desk, was a rather worn looking but neat woman about forty years old. "May I help you?" I inquired, wondering what the problem might be.

"No, I'm just here," she replied with a smile.

"Well, there has to be a reason for you to be here in weather like this," I countered.

"If you must know, I'm here to write poetry," she answered in her cheery voice.

"But why the consulate?"

"Because it is a nice place to be."

"Where are you staying in Edinburgh?" I asked with the sinking feeling that I already knew the answer. Her reply of "nowhere" confirmed my fears. "Do you have any luggage?" I continued.

"Right here with me," was the prompt reply. I looked down by the side of her chair and there was a paper shopping bag filled to the brim with carefully packed clothes. Thus began my first experience with a bag lady, the amazing Miss Able.

I was not to learn her name until after more than two hours of frustrating questioning. The frustration was mine. Miss Able just sat there looking serene with a smile on her face. The results of my questioning were meager. Miss Able (if that was her name) wrote poetry. Her arrival in Edinburgh was unexplained. She had no money,

*With her shopping bag  
in tow, and a smile as  
her passport, she makes  
her way around  
the Continent*

THEODORE B. DOBBS

no passport, no identification, no ticket and no friends. Her total assets, she stated, were contained in her shopping bag. While Miss Able stated she had no relatives, she did supply an address where, she indicated, she had lived at some time prior to her appearance before me.

Fortunately for us both, the local branch of the Salvation Army was willing to accept Miss Able temporarily, and she agreed to stay there while I attempted to sort things out. I wired the meager information to the department with the faint hope they could find some trace of Miss Able and possibly some next of kin. Neighboring posts were also queried in case she had visited other consulates.

Nothing happened for a few days. Then a telephone call from the Salvation Army informed me that Miss Able had left for parts unknown. The same day I received a visit from the pastor of a local church. After introductions he opened the conversation with the statement, "I have recently met a charming countrywoman of yours." It followed that Miss Able had charmingly extracted a few pounds from the pastor and also from some of his clergyman friends. The pastor was not concerned with the "loan" but was concerned as to her well-being. I related my experiences with Miss Able and asked as to her whereabouts. Unfortunately, the last he had seen of Miss Able was a smile and

a wave as she left his office with her shopping bag.

Meanwhile, the department had come up with something. Miss Able was identified as a person who had been confined to a mental institution in the United States but who one day had walked away, never to return. Further, the institution would take her back if Miss Able agreed to return. Finally, repatriation was permissible in this case.

I was not surprised, later in the week, to receive a phone call from an acquaintance of mine in the police. "Do you know a person who identifies herself as Miss Able?" he asked.

"Why do you ask?"

"She says she is a friend of yours." It seems Miss Able had been riding the trains throughout Scotland without a ticket for several days until she was apprehended by the railway police and turned over to the Glasgow authorities.

"Hold her," I shouted. "I'll be right over." I quickly drove to the police station in Glasgow.

I arrived at the station and sought out my acquaintance only to learn that Miss Able was no longer there. My heart sank. "Not to worry," my friend happily announced, "she is too nice of a person to be held in a police cell so we put her in a local hostel." I rushed to the hostel fully expecting to find Miss Able vanished, once again. But wonder of wonders, there was her smiling face and, at her feet, her faithful shopping bag.

It took hours to convince Miss Able that she should return to the United States. She was concerned lest this would upset her flow of poetry writing, but she finally consented to the trip. Arrangements were made for her to depart Glasgow on a flight to the States in a couple of days' time. Meanwhile, the police assured all that Miss Able could stay at the hostel and they would keep an eye on her.

On the day of the scheduled departure I could not go to Glasgow but sent a senior

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local employee with the ticket and documentation. Just as I was breathing a sigh of relief and trying to catch up on visa applications, I received a phone call from an obviously very shaken local employee.

"She's gone!" he blurted.

"Good," I replied.

"No, I mean she is really gone!" He then proceeded to tell me the unfortunate story.

My senior local had arrived in Glasgow and, joining the police officer and a constable, proceeded to the hostel where they met Miss Able and all sat down for tea. After tea it was time to proceed to the airport, and the police kindly offered

to furnish transportation. When the group went outside and opened the car door, Miss Able turned to the three and said, "I have changed my mind, goodbye now." And so, as my senior man related "she happily walked away while the three of us followed her down the street begging her to change her mind!"

Miss Able once again disappeared. (Subsequently, we learned that earlier in the day she had thoughtfully telephoned the airline ticket desk to cancel her flight reservation.)

By this time Miss Able, regardless of how cheerful and harmless she happened to be, was beginning to wear out her wel-

come with the police. Another week passed before she had once again taken to her habit of riding trains without a ticket. She was seen stealing a 25-cent map from a kiosk at a train station, and it was necessary to force open a door to the WC on a train near Carlisle in order to take her into custody.

No more funny business, no more repatriation, my Glaswegian colleague insisted. "This time we will deport her." The authorities made their arrangements and requested the mental institution be informed and a representative be at the airport in the United States to receive Miss Able. Without further ado, Miss Able left Scotland.

The following Monday I went to the office early. As I entered I could hear the telephone ringing. Upon answering it I heard my Glaswegian colleague shouting, "She's gone, she's gone!" It seems Miss Able, accompanied by a police officer, actually did make the flight to the United States. Unfortunately, the person who was supposed to meet her did not turn up at the airport. While the officer was looking for a telephone to make inquiries Miss Able calmly and happily walked away once again!

"Be happy," I said, "at least this time she is lost in the States!" I was happy, at last, and I removed Miss Able's file from the pending to the completed action drawer of my file cabinet.

Two days later it was another cold, wet, dismal Scottish afternoon. As I gazed out through the bars of my window at the rain being lashed by gale force winds, I heard a voice behind me saying, "Hello, it's me again." I turned in despair and sure enough, like a bad dream, there was the smiling Miss Able with her shopping bag! After leaving the police officer at the airport in the United States, she had, somehow, without money, passport, or identification, slipped through security and stowed away on a flight to London. She then took a train and returned to Edinburgh. I was speechless. Miss Able continued brightly, "I think I am going to move but you people here have been so nice I just wanted to say goodbye." At which point she picked up her shopping bag, waved, and left as I just stood there in a state of shock.

Life returned to normal in the protective atmosphere of the consular office, only to be disturbed a few days later by a telephone call from a fellow consul at a post in Germany. "Hey Ted," he said, "I have a woman in my office who says she is a friend of yours. Have you ever heard of Miss Able?" □

# PEOPLE

## Scholarships

The winners of the 1987 AAFSW/AFSA Merit Awards were announced May 1 by the chairman of the AFSA Committee on Education, Claude G. Ross. These awards are in recognition of outstanding academic records and leadership qualities of the students, at home and abroad. The \$500 awards this year are in memory of W. Averell Harriman, the premier American diplomat of the 20th century, and a strong friend and advocate of the career Foreign Service. Funds for these awards are provided jointly from the AAFSW Bookfair and the AFSA Scholarship Fund.

Twenty-four volunteers from the State Department, AAFSW, AID, USIA, and the retired Foreign Service community served on four panels to review and rate all applicants on their four years of high school activities. The graduating high school finalists who received awards and Honorable Mention certificates are listed below. The September issue of the JOURNAL will include pictures and brief biographies of these talented award winners. Congratulations!

### Winners

Malcolm Perkins Baker  
Joshua Leitch Bonkovsky  
Cynthia Doraine Chillura  
Thomas Rohde Davis  
Jennifer Cecilia Dickey  
George Anthony Ellis  
Thomas Brennan Gewecke  
Kim Eliza Goodman  
Lisa Po-Lan Jones  
Martha Elizabeth Jones  
Jennifer Doric Kattouf  
Katherine Anne Langhaug  
Paul Umberto Mangiafico  
William David McKinney Jr.  
Emily Randolph Montgomery  
Nicole Marie Mull  
Susan Elizabeth Rondon  
Jennifer Louise Service  
Shilpa S. Shah  
Julia Schlotthauer  
Catherine Margot Van Heuven  
Richard Raymond Wallick

### Honorable Mention

Nadia Claire Billig  
Mary Kathleen Conaway  
Elizabeth Ann Giuliano  
Johanna Lee Hopkins  
Lara Elizabeth Howley  
Elizabeth North Lee  
Leslie India Lefkow  
Margaret Celeste Marin  
Clifford Andrew Stammerman  
David William Stutz

The volunteer panel members who reviewed the 93 applications are as follows: State: David W. Smith, Nicholas Riegg, Frank Meyers, Chris McCarthy.

AAFSW: Grace Brunton, Suzanne Newberry, Monica Greeley, Lynn Gutensohn. AID: Robert Dakin, William Nance, Jeff Malick, Charles Johnson.

USIA: Margaret Pearson, Lynn Seaver, Sheldon Avenius, Robert Minutillo.

Retired: Ambassador Robert Funkhouser, Ambassador Robert Brewster, David Fritzman, Ambassador William Trueheart. The AFSA Committee on Education members serving on the panels included Ambassador Claude G. Ross, chairman; Sheila Austrian, USIA; William Ford, AID; Lisa Keller, AAFSW; Mark Mohr, State; and Philip Blanchard, State. The Scholarship Programs administrator is Dawn Cuthell.

## Deaths

EDGAR POE ALLEN, a retired Foreign Service officer, died of lung cancer March 6 in Stuart, Florida. He was 83.

A native of Pennsylvania, Mr. Allen came to Washington in 1923, and studied at George Washington University Law School, where he earned several degrees. He was admitted to the D.C. bar and practiced before the Supreme Court. He later served with the Federal Bureau of Investigation in Washington, Denver, and Chicago. Mr. Allen joined the State Department in 1931, and was instrumental in drafting arms and munitions control legislation, and strategic material reserves policy. In 1942, he was transferred from Army reserve status to active duty as a captain in the Judge Advocate General corps. During World War II, he presided over court martials in Italy, and served in Germany and Austria, subsequently attaining the rank of colonel.

He rejoined the State Department in 1949 as a foreign affairs specialist in the Office of Western European Affairs and was Austrian desk officer. His draft of the Austrian Peace Treaty was the basis for Austrian independence from Russian occupation after the war. Mr. Allen was later

assigned to Paris as counselor of embassy and was designated U.S. negotiator. In 1956, he became the director of security controls in U.S.R.O. Mr. Allen retired from the Foreign Service in 1962.

He is survived by his wife, Betty Wilson Allen, of Silver Spring; a son, John W. Allen, of New York City; a daughter, Judith A. Stelson, of Yorktown, Virginia; a brother; six grandchildren; and a great-grandson.

ZACHARY P. GEANEAS, former director of the Foreign Service Institute, died on March 26 in Denville, New Jersey. He was 67.

Mr. Geaneas was born in New York, and graduated from Cornell University. He received his LL.B. degree from St. John's University School of Law and his LL.M. degree from New York University. He practiced law in New York before entering the Foreign Service in 1954 as director of the Investigative Phase of the Refugee Relief Program in Athens, Greece. Mr. Geaneas then served as consul at Lahore until 1959. In 1960, he was assigned to the U.S. Mission to the United Nations. There, he also served as secretary of U.S. delegations to the 14th-18th General Assemblies and the 4th Special Session of the General Assembly.

He later served as first secretary at the embassy in Tunis and counselor from 1967-70 in Addis Ababa and from 1970-75 in Athens. Mr. Geaneas received a Meritorious Honor Award from the department in recognition of his duties during the attack on the embassy at Athens in April 1975. Later that year he was appointed executive director of the Foreign Service Institute. In 1977 he was again transferred to the United Nations, where he worked as the counselor for conferences and administrative affairs. Mr. Geaneas retired from the Foreign Service in 1979.

Survivors include his wife, Vivian; his son, Paul Z. Geaneas, and daughter, Fay Lynne, both of Boonton, New Jersey; his brothers, George P. and Nicholas, both of New York; his sister, Stella Aktar, of Lahore, Pakistan; and three grandchildren.

DONALD E. KIDSTON, a former official with AID, died of liver failure April 23 at Bethesda Naval Hospital. He was 74.

Born in Hudson, Massachusetts, Mr. Kidston studied law at Suffolk Law School in Massachusetts, and George Washington University. He also served in the Navy in the Pacific, receiving the Bronze Star and the Purple Heart during World War II.

Mr. Kidston remained in the Navy un-

til 1954, when he joined the foreign assistance programs that eventually became AID. After holding administrative and management positions in the Philippines, Pakistan, Afghanistan, Turkey, and Vietnam, he retired from AID in 1972 as assistant director for administration with the mission to India.

Survivors include his wife, Geraldine; his daughter, Deborah K. Mengerling, of Bethesda; one sister, Pearl K. Carmichael, of Washington; one brother, Arthur L., of Hudson; and one grandson.

JOSEPH C. KOLAREK, a former official at USIA, died of lung cancer April 11 in Cambridge, Maryland. He was 71.

Born in Baltimore, Mr. Kolarek worked for newspapers and radio there and later at the *Washington Times-Herald* in the 1930s. He worked for the Office of War Information during World War II, and then as press attaché and public affairs officer at the U.S. embassy in Prague for five years. His posting ended in 1950 when the Czech government accused him of being a spy and expelled him, causing much protest and retaliatory expulsions by the United States. Mr. Kolarek then joined USIA, where his work took him to Berlin, Belgrade, Conakry, Guinea, and Bonn. He retired from the Foreign Service in 1970 and worked on *The Washington Post* until 1977. Survivors include his wife, Francis, of Taylor's Island, Maryland; one daughter, Mary K. Engel of Nassau, the Bahamas; three brothers, Frank, Alex, and William, and one sister, Mary Collins, all of Baltimore.

GLENN ANDREWS MUNRO, a former Foreign Service officer who was coordinator of Foreign Service training, died of cancer April 28 at his home in Falls Church, Virginia. He was 50.

Mr. Munro was born in Portland, Oregon, and was graduated from Antioch College in Ohio in 1959. He joined the Foreign Service in 1961. During his career he held political, economic, and managerial positions at the State Department. His assignments included Africa, Latin America, and Paris.

Survivors include his wife, Therese, and three daughters, Tanya, Tessa, and Tina, all of Falls Church, and a brother, Gordon D., of San Bernadino, California.

SPENCER PHENIX, a retired Foreign Service officer and former member of the International War Crimes Review Board, died October 15 of kidney failure in Franklin, New Hampshire. He was 95.

Mr. Phenix was born in New Britain, Connecticut. He was graduated from Har-

vard University and earned a law degree from George Washington University. He joined the State Department in 1922, and became an aide to Secretary of State Frank B. Kellogg. During his 29 years in the Foreign Service, Mr. Phenix helped draft the Kellogg-Briand Pact, in which the signatories renounced war as an instrument of national policy. After his retirement in 1951, he joined the National Committee for a Free Europe and became its vice president and treasurer. He rejoined the State Department in 1956 to be a member of several boards and commissions, including the International War Crimes Review Board and the Arbitral Commission on Property Rights and Interests in Germany. He retired in 1965 to live in Chocoma, New Hampshire.

His wife, Evelyn Bolles Phenix, died in 1978. He is survived by two daughters, the Reverend Elizabeth P. Wiesner and Joan Phenix, both of Tamworth, New Hampshire; a son, Richard, of Greenfield, New Hampshire; eight grandchildren; and four great-grandchildren.

HOWARD TRIVERS, a career diplomat who helped develop U.S. policy during the Berlin blockade, the Hungarian uprising, and the Cuban missile crisis, died March 27 in Muncie, Indiana. He was 77.

Mr. Trivers was born in New York City and was graduated from Princeton University and earned his master's degree and doctorate from Harvard University. In 1941 he joined the State Department's Central European Division and served in a special unit that studied Nazi activities. He participated in the Potsdam Conference in 1945, the Moscow Conference in 1947, and the Paris meeting of foreign ministers that ended the Berlin blockade in 1949.

Mr. Trivers then became chief of the political section at the embassy in Copenhagen in 1950. He became the department's deputy officer in charge of northern European affairs in 1952 and taught at the National War College in 1954 before becoming officer in charge of Polish, Baltic, and Czechoslovak affairs, which allowed him to deal with the Hungarian uprising in 1956. As director of the Office of Research and Analysis for the Sino-Soviet Bloc, he helped develop policy relating to the Cuban missile crisis. In 1965, Mr. Trivers became a senior examiner for the Board of Examiners and served as consul in Zurich, Switzerland, until he retired in 1969.

Survivors include his wife, Mildred Reynolds Trivers, of Muncie, Indiana, four sons, three daughters, and 16 grandchildren.

## Births

Haley Brown Fitzgerald, a daughter, was born to Foreign Service Officer PAUL M. and CHERYL BROWN FITZGERALD, in San José, Costa Rica, on October 17, 1986.

Douglas H. Garrison was born January 16 in Washington, D.C., to SUSAN H. and JEFFREY W. GARRISON. The Garrisons are both Foreign Service officers and will be leaving later this year for assignments in London.

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# ASSOCIATION NEWS



Secretary Shultz stands at attention after placing the wreath in front of the memorial plaque on Foreign Service Day.

## Court backs government on drug-testing

In a significant loss by government-employee unions, the 5th U.S. Circuit Court overruled a lower-court finding that a mandatory Customs Service drug-testing program is an unconstitutional breach of the Fourth Amendment stricture against warrantless search and seizure. The case was brought by the National Treasury Employees Union, which represents Customs employees. A spokesman for NTEU has declared that the union will attempt to appeal the action to the Supreme Court.

AFSA had been looking forward to a decision to uphold the original ruling, because Foreign Service employees are facing mandatory drug testing under an executive order affecting most government employees. When the order was issued last year, the Association opposed the broad sweep of the measure because testing is often inaccurate but supported testing when probable cause exists as constitutional. AFSA also moved to establish the negotiability of implementing regulations, should that be necessary.

The judge who had backed the treasury union in its original suit will hear arguments in another suit by NTEU and two other

government-employee unions challenging the executive order. The Justice Department, which had brought the appeal, declared through a spokesman that the second suit will likely suffer the same fate. "When we started out last year, there had been very little legal precedent," declared Assistant Attorney General Richard Willard. "Now we have the legal precedent to back that up." The unions challenging the executive order, however, declared that it is broader in scope than the Customs testing program and more injurious to employee rights.

In related matters, a district court in Alaska backed a government drug-testing program involving air traffic controllers, ruling that public safety is paramount. And a district court judge in Alexandria, Virginia, backed the government in a drug-testing challenge by Army civilian helicopter maintenance personnel who are responsible for the aircraft that transport White House, Pentagon, and congressional personnel.

Meanwhile, the House version of the fiscal year 1987 supplemental appropriations bill contained a stricture against any of the funds' being used for implementation of the executive order. Several senators declared their willingness to back the House provision. Other monies, however, could be used to fund the program.

## Reagan honors 'courage,' praises 'ultimate sacrifice'

"Few men and women anywhere have the endurance or dedication those in our Foreign Service possess," said President Reagan in a message to the diplomatic corps delivered by Secretary Shultz on Foreign Service Day. "Fewer still have the courage to overcome the discomfort and isolation that life often brings for our personnel abroad."

The message was read during the annual dedication of the Memorial Plaque maintained by AFSA in the Diplomatic Lobby of the Department of State. Several hundred Foreign Service alumni and active-duty personnel attended the ceremony honoring those who have given their lives in the service of their country while at a foreign post. "Their mission, as we have seen too frequently, is also fraught with danger, and members of our Foreign Service have given their lives for our country. In the lobby of the State Department, the ultimate sacrifice of these brave men and women is recorded

there for all to see, but they are inscribed as well in our hearts."

This year, for the first time since 1981, no names were added to the plaque. 72 names have been added in the last two decades, and the State Department and AFSA recently collaborated in a project to enlarge the plaque, which is almost full. A previous plaque, recording those who had died in the first 180 years of America's diplomatic service, took 10 times as long to fill.

"Their names have been chiseled in stone so that we may remember and honor them always," said Secretary Shultz at the ceremony. "In the months and years ahead, other names—perhaps of our friends and coworkers—may be added to this plaque. We will pay tribute to their courage. For despite the threat of international terrorism, we know that members of the Foreign Service, whatever their assignment and wherever they serve, will continue to be our first line of defense."

## Scholar honored as top Merit Award winner



Director General George Vest presents an AFSA/AAFSW Merit Award to Lisa Jones, the top winner in the annual competition that honors 22 graduating high school seniors who are children of Foreign Service personnel with \$500 awards based on academic and extracurricular achievements, at a ceremony held on Foreign Service Day. Jones is a top student in her class at Wakefield High School in Arlington, a National Merit Award semifinalist, and first-place winner in engineering at her school's science fair. Her twin sister, Martha, also a Merit Award winner, is also in the top 10 at Wakefield. Their parents, David and Terri Jones, are both Foreign Service officers. Biographies and pictures of all the Merit Award winners will be published in the September Issue.

## Legislative directory now available

Thanks to the Legislative Action Fund, AFSA has produced a pocket-size directory of the 100th Congress for interested members. The directory lists the senators and representatives composing each state delegation, together with their office addresses and telephone numbers. It also includes a breakdown of all committees, a glossary of legislative terms, and other helpful information.

In the months ahead, AFSA in-

tends to alert all of its members, active and retired, whenever issues of importance to the Foreign Service are under congressional review so that they can communicate their views to their representatives. This directory should be most useful in this regard.

Copies of the directory are being sent to all AFSA representatives in embassies and consulates abroad. Also, retiree groups in the United States and any individual AFSA members interested in receiving copies may address their requests to the Congressional Liaison Officer, AFSA, 2101 E Street NW, Washington, D.C. 20037.

## Association raises concerns over city-pair air travel

A number of chapters and individual members have contacted AFSA expressing concern over the mandatory use of city-pair contract travel. City pairs are combinations of city destinations arranged under General Services Administration contracts with international carriers. Except in certain circumstances, travel between the two cities is required on the particular airline.

The Association has been active in negotiating implementing regulations under the city-pair

system, which itself is beyond the scope of bargaining. All five of the foreign affairs agencies have adopted the principle, although only State has implemented its program yet.

AFSA has been assured that travel under the contracts is not mandatory where:

- space or scheduled flights are not available to accomplish the purpose of the travel;
- employees would have to incur overnight lodging expenses;
- initial travel would be during non-working hours; or
- the combination of costs for ground transport, lost work time, overtime, and lodging would result in higher cost.

In addition, no employee may be denied authorized rest stops because of contract fares.

Otherwise, the contracted service is required when available and when not more expensive than other available fares.

The Association remains concerned, however, that posts will exercise their options when terrorist threats exist to suspend city-pair (as well as Fly America). AFSA also hopes that contractors are as generous as other carriers in upgrading to business class when possible at no cost to attract a post's business. It sees the upgrades as "essential on long, cramped, and exhausting flights."

## Injunction denied on suit to halt AIDS testing

A district court judge has denied a preliminary motion to stop the State Department from implementing a program to test Foreign Service personnel for AIDS. The suit was brought by the American Federation of Government Employees, which represents Foreign Service personnel in USIA. AFSA, the exclusive representative of employees in AID and State, supports the testing program as in the interest of its members' health [see related articles on pages 34 and 35].

In filing the motion, AFGU called the testing program "irrational, arbitrary, and capricious,"

and a violation of employee rights, according to the *Federal Times*. The union said that "it's difficult to get a preliminary injunction" and declared its intention to proceed with the suit. According to District Judge Gerhard Gesell, the agency showed adequate cause for the program. "The present record discloses sufficient prospect of serious harm to the Department of State's mission and to its employees to warrant continued testing and consequent limitation on assignment or hiring."

As the series of articles in the feature section of this issue of

the JOURNAL relates, those testing positive to the antibodies of the virus that causes AIDS will be restricted to posts with access to first-class medical facilities. Those who have symptoms of the actual disease will be limited to domestic positions. In siding with State on this issue, the Association agreed with the Office of Medical Services that persons who carry the disease could move to the active phase and come down with life-threatening symptoms before medical evacuation could remove them to an adequate facility. In addition, immunization to other diseases—commonplace in the Foreign Service—can trigger the latent virus into a full-blown case of AIDS.

## AFSA lobbyists meet with congressional members, staffers



AFSA's congressional liaison officers meet with influential members and their staffs on a continual basis. In the photos above, Robert Beers, our specialist on retirement issues, talks with Senator Pete Domenici (R.-New Mexico), who serves on the Civil Service subcommittee, and Representative Mary Rose Oaker (D.-Ohio), who sits on



the House Civil Service committee. Rick Weiss, the former deputy assistant secretary for congressional affairs who now handles our employee issues on Capitol Hill, talks with Senate Foreign Relations Committee majority staffer Chris van Hollen and minority staffer Phil Christenson.

## Peace Corps director decries lack of resources in talk

"Up until a year ago, the Peace Corps' budget was less than the military marching bands," said Loret Ruppe, the longest-serving director of the 25-year-old volunteer organization, to a roomful of AFSA members at a luncheon lecture held in April at the Foreign Service Club. The budget has not significantly improved since then, however. "Now, we're one-half of a B-1 bomber," she said.

In the course of her half-hour talk, Ruppe gave several examples of a lack of emphasis on supporting the development volunteers. She recalled that "while attending an important budget meeting at State, I noticed we were included in the briefing paper as the 'Peach Corps.'" She observed that the corps' annual advertising budget is now under \$1 million, down from a 1961 level of \$7 million despite a quarter-century of inflation. Until a year ago, the entire budget of the corps was listed in the overall foreign affairs account as "miscellaneous."

The nation has nonetheless got a fair return on its investment. "We're asking Peace Corps volunteers to return to this country to educate their fellow Americans to a real knowledge, a real understanding of the real world out there—the interdependent world of the 1980s," said Ruppe. "Twenty-five years ago at the University of Michigan, our youngest president issued a challenge to a generation of Americans: 'How many of you who are going to be doctors are willing to serve in Ghana? How many of you engineers and technicians are willing to serve overseas for years in the Foreign Service?' Since that time 120,000 volunteers have served in more than 90 countries in the developing world. Last year alone we received 200,000 inquiries and 13,000 applications." Ruppe also said that many of those volunteers are determined to stay "in the work we know is critical for the future of our own nation—and certainly for the future of world peace."

The corps currently has 5000 volunteers serving in 62 coun-

tries, but only in two in this hemisphere, Ecuador and Paraguay. "We're proud to be there," Ruppe said, "but what a tragedy that we're not in Brazil learning Portuguese and bonding with that country. What a tragedy that we're not in China...Why couldn't we go to the governor of Indiana, who told recent MBA candidates that 'not one American should graduate from this school without fluency in a foreign language, preferably Asian,' and work up some type of exchange program between the two countries?" Ruppe explained that the Peace Corps has begun to explore possibilities with American educational institutions recently in an attempt to set up some type of student loan-forgiveness program involving voluntary government service.

Due to budgetary constraints, last year the corps was only able to assign 2600 Americans. She noted that the corps under-



Ruppe: Gramm-Rudman has 'machine-gun' effect on financial administration.

stands the "grim realities" that government agencies face on budgetary matters. "We're all in this together," she said. "If we get funding it means some other program does not. It's out of everyone else's hide." She nonetheless referred to the deficit-reduction legislation as a "machine gun" approach to financial administration.

Ruppe declared that one of the most important aspects of a strong foreign-assistance constituency is developing further the working relationship between State, AID, and other foreign affairs agencies. Ruppe explained that the Peace Corps is trying to educate America and to

expand its outreach programs. "So many of the people in this room have helped us bring the Peace Corps to the attention of the public, to the administration, and to the Congress," she said. "With your help we have been able to spark a renewal of understanding of what the Peace Corps has accomplished and what it can and must accomplish within the next 25 years."

"The volunteer spirit has been revitalized in this country," she concluded. "What we need to do is to match the personnel with the funding. If we cannot afford a Peace Corps, then there's something wrong with the priorities of our nation."

## Automation Update

### System to put member roll on-line

A new telecommunications system will give the Association instant access to its membership roll, Membership Coordinator Myriam Duncan announced. In addition to the increased access, the system will allow the Association to produce special lists, such as retired members in Arizona, or communicators in New Delhi.

The system involves a terminal leased by Az-Tech Corporation, which will keep the roll on its computer in downtown Washington. A terminal in the AFSA offices on E Street will be on-line with the system at all times during the business day. When implemented this summer, the system will allow the Association to make instant changes in membership records, such as address changes, so that the list will be constantly up to date.

### Software to save money in publishing

A newly purchased microcomputer-based composition system will save the Association money in typesetting for the JOURNAL and other publications, Editor Stephen R. Dujack announced. In addition, the system will reduce the "turnaround time" currently needed to go from manuscripts to final page proofs from 10 business days to 1.

The system is based on a program known as Superpage 2, which is considered the premier personal-computer publishing program by the leading industry evaluator, the *Seibold Report*. The editors will make page templates with the program, then "pour" the type into the template. Proofs will be output to a laser printer, corrected, then set in type. The system will save AFSA \$30,000 in the next five years.

### Accounting program offers many benefits

The Association has installed a computerized accounting package, which will give it greater flexibility and timeliness in preparing financial reports, Controller Ellen Tenn announced. In addition to the enhanced access to accounting information, she said, the system will pay for itself in the first year and thereafter realize a \$400 monthly savings.

The program, named CYMA, has three "modules"—general ledger, accounts receivable, and accounts payable. The three modules interrelate to give a constant picture of the Association's cash flow, financial position, and status against budget. CYMA is one of the highest-rated accounting packages in industry publications. It is noted for its power, flexibility, and ability to do budgets on a monthly basis.



## To Your Health

### The Unique Dental Needs of the Foreign Service

By Sidney S. Markowitz, D.D.S.

"I'm leaving for Kuala Lumpur in a week. Can you give me an appointment? Everything's okay except for..."

Sound familiar? It does to everyone in this office, too. We've treated a lot of Foreign Service personnel who are already packing to leave for an extended tour of duty overseas. They call honestly thinking, or fearfully hoping, "everything's okay except for..."

Usually, the problem is that everything is fine except for a cracked bridge, lost filling, bleeding gums, three cavities, and a family of four that also hasn't seen a dentist in two years. Unfortunately, time doesn't heal all wounds; dental problems only get worse.

Dentists, in the capital area particularly, are well aware that Foreign Service personnel are often on assignment where access to good dental care is limited or non-existent. Over the years, we have seen an incredibly wide variety of poorly done dentistry, as well as declining oral health as a result of neglect. But, as much as we may sympathize with the unique situations and time constraints faced by Foreign Service professionals, we may not be able to "just fix this tooth" before you leave. "Just" may involve months of planning and treatment.

We recommend you keep these things in mind so you have a better chance of solving your dental problems and maintaining good health:

■ If you have a major cosmetic or reconstruction problem—a damaged crown or ill-fitting bridge, for example—look for a dentist who has immediate access to a ceramics laboratory. Some of us have the lab on-site, so you can be sure your replacement teeth will be ready in days, not weeks;

■ There is a continuous process of change in the mouth that can affect previously done dentistry and areas that never needed treatment in the past. Don't

assume, therefore, that a problem your dentist handled four years ago has been eliminated forever;

■ When your dentist gives you the long-range picture of your treatment, make follow-up appointments right away. Even if you can't make that appointment you tentatively scheduled a year

from now at 2 p.m., you will be reminded that the treatment is necessary and that the appointment must be rescheduled;

■ A growing number of U.S. dentists are focusing special attention on dental phobia, a problem which might only be exacerbated by a "short cut" treatment sought moments before getting

on an overseas flight. Don't neglect your dental health because of fear. Ask the dentist you contact specifically if he or she has experience in helping dental phobics.

Again, dental problems do not heal themselves, they only get worse. Don't risk creating an international incident because your toothache is so painful that you feel like screaming.

*Sidney S. Markowitz practices dentistry at Columbia Plaza, in Washington, D.C., where he sees many Foreign Service patients.*

## Member roll passes 9000—a record

AFSA's total membership has reached an all-time high of 9011, Membership Coordinator Myriam Duncan has announced. This record is due to significant responses by State and AID employees to recent membership drives. During a spring campaign, more than 10 percent of the AID employees

who received the promotional letter responded, which indicates the appeal of AFSA's message.

The new AID members bring the agency's constituency in AFSA up to 1235. The State drive last year, which received a 6-percent response, has increased that constituency to an all-time high of 4413 members. Duncan is planning a second State campaign this summer as well as an appeal to the retired community. Campaigns to other groups are planned.

## State ignores AFSA plea to balance rights on smoking

State Department management has turned down a suggested AFSA smoking policy that sought to balance the rights of smokers and non-smokers in implementing government-wide smoking regulations. State denied a request that certain restrooms on each floor be reserved for smoking, declaring that ventilation is inadequate. The regulations in effect limit smoking to private offices and one-third of the cafeteria in the main State Department building. The department listed as exceptions receptions on the eighth floor and international conferences.

"As a union representing both smokers and non-smokers, AFSA does not believe the policy is fair or workable," the Association said in a letter to management. "We are well aware of the health issues involved, but

equity is also important." AFSA had previously noted that not all employees have private offices. "When one reads the 'exceptions,' the inequities become even clearer. Higher-ranking personnel will have no difficulty finding places to smoke. Lower-ranking personnel will either have to go outside or to the cafeteria."

When AFSA noted that this policy would thus result in a lowering of productivity, management amended the regulations to include recognition that "some workplace disruption will be experienced in the implementation of the no-smoking policy." The department also declared that Federal Property Management Regulations specifically prohibit expenditures to modify government buildings to comply with the smoking ban.

## AFSA seeks GS jobs for retirees

The Association has written a letter to Under Secretary for Management Ronald Spiers suggesting that "there would be substantial benefits to the State Department in systematically considering retiring Foreign Service officers for General Schedule contract positions" in the agency. The Governing Board requested that the department "promptly take steps to systematically facilitate contract or Civil Service employment opportunities within the department for Foreign Service officers facing involuntary retirement."

The quality and experience of most retiring FSOs is "extremely high," the Association said. "The majority have experience which is readily transferable to GS and contract functions in the department." In addition, AFSA noted that many younger officers facing "the grim career outlook" acknowledged by management would stay in rather than seek other careers if they could transfer to the Civil Service when they fail to cross the threshold. The Association suggested a department-wide job register and procedures to advise bureaus and offices to give "fair consideration" to qualified former FSOs.

The Association's State Standing Committee has been working for several months on the personnel issues that confront the department. A full report will appear later.

# RETIREMENT NEWS

## Budget austerity the message to retirees at annual brunch

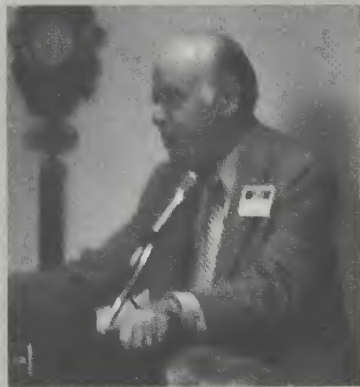
"Budget austerity dominates the legislative scene on the Hill," AFSA Congressional Liaison Officer Robert Beers told a meeting of retired members at the Foreign Service Club over brunch the day after Foreign Service Day. "I don't recall a period when the controversy over fiscal priorities has been so pronounced."

Beers referred to Under Secretary Ronald I. Spiers's statement that the State Department is having trouble achieving its budget needs, principally on Capitol Hill. But "the federal employee and retiree community is having trouble on the Hill and within the administration," said Beers. He said that a study by the General Accounting Office shows that federal employees and retirees have lost \$70 billion in pay and benefits since 1976. "That is a staggering figure," said Beers. "The largest item in there is the pay increases mandated for federal workers which were denied them." Today, the average federal worker lags 24 percent behind the private sector in compensation. In addition, changes in the health-benefits program have cost federal employees and retirees approximately \$4.5 billion.

"Of most immediate concern to retirees," said Beers, "are cost-of-living adjustments and the federal health insurance program." The president's budget recommended a COLA of one percent less than the increase in the consumer price index. Neither the House nor the Senate budget committee has made any provision for a reduction in the COLA, however. Beers pointed out that, due primarily to the work of AFSA and the legislative coalition it belongs to, "federal retiree COLAs are linked to social security—and are not subject to sequestration under the Gramm-Rudman legislation." He said this year's COLA will be calculated as the percentage increase of the CPI between the



Weiss: Major reductions in personnel.



Beers: Pronounced fiscal controversy.

third quarter of 1986 and the third quarter of 1987. It is estimated at approximately 4 percent, payable in January 1988.

The president's budget also includes a proposal to change the method of financing the federal government's share of the health-benefits program. "As it is now," Beers said, "the government's payment is based on a percentage of the six highest-cost plans. The administration has proposed calculating the government's payment against the median cost of all plans, which would likely result in a 25-35-percent premium increase for all retirees and employees." Thus far, this proposal has been disregarded by the Congress.

Beers reported that the new retirement system mandatory for those who came into the Service after 1984 is now functioning. Beginning July 1, those covered under the old system may transfer to the new one. "A decision to transfer is more complicated than it appears at first glance," said Beers. He said that many recent retirees have been hurt by Congress's rescission of the three-year recovery rule. "When we retired, our initial annuity payments consisted of a tax-free payback of the amount we had

paid into the retirement fund, and on which we already had paid taxes. This has now been changed. Anyone retiring subsequent to last July 1 will have a tax deduction of his retirement contribution pro-rated on his or her life-expectancy."

He concluded that it is more important than ever that retirees around the country become involved in the legislative process. "We need to activate our retiree constituency," stressed Beers, "and we need to do it now."

The need for a strong constituency was also echoed by Rick Weiss, AFSA's other lobbyist, at the brunch meeting. Weiss explained that the budget crunch is tied to the next presidential election. "The Democrats do not want to take over a federal bureaucracy with deficits as high as the current ones. They are firmly convinced that if they win the election, they would last only one term if they stay this high." This will result in two things: the Democrats in Congress will move to cut budgets over the next two years and will try to reduce spending in the bureaucracy. "That means that State and similar organizations will have salaries and expenditures cut, not programs," Weiss

said.

Weiss said that the House is looking at an authorization bill cutting foreign affairs salaries and expenses by \$60 million in 1988. The Senate is looking at a \$100 million cut. "They are making some basic assumptions: reduce State Department personnel by 10 percent in 1988; by another 10 percent in 1989; and again in 1990 by another five percent," he said. "On the positive side," said Weiss, "everyone wants the State Department to be successful. There is no one that I've ever talked to who wishes ill on the foreign policy mechanism of the United States. But they don't have any money."

He agreed with Beers that the solution lies in developing a constituency and called on the retired membership to lead in that regard. He asked the members present to call on their legislators when they are in their home districts and to write to them about Foreign Service issues at their offices on Capitol Hill. "Last year we had congressional staffers to lunch who said that all State says is 'gimme, gimme, gimme' without offering how it can provide better service. Let's take those opportunities to tell them."

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