

# THE **FOREIGN SERVICE** JOURNAL

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SEPTEMBER 2015



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THE FS ACT OF 1980 **TURNS 35**



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## Editor

Shawn Dorman: [dorman@afsa.org](mailto:dorman@afsa.org)

## Managing Editor

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

## Associate Editor

Maria C. Livingston: [livingston@afsa.org](mailto:livingston@afsa.org)

## Editorial/Publications Specialist

Brittany DeLong: [delong@afsa.org](mailto:delong@afsa.org)

## Ad & Circulation Manager

Ed Miltenberger: [miltenberger@afsa.org](mailto:miltenberger@afsa.org)

## Art Director

Caryn Suko Smith

## Editorial Intern

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Isabelle Ninh

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Washington DC 20037-2990



## CONTACTS



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

### AFSA Headquarters:

(202) 338-4045; Fax (202) 338-6820

### State Department AFSA Office:

(202) 647-8160; Fax (202) 647-0265

### USAID AFSA Office:

(202) 712-1941; Fax (202) 216-3710

### FCS AFSA Office:

(202) 482-9088; Fax (202) 482-9087

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Ian Houston: [houston@afsa.org](mailto:houston@afsa.org)

#### Executive Assistant

Patrick Bradley: [bradley@afsa.org](mailto:bradley@afsa.org)

### BUSINESS DEPARTMENT

#### Director of Finance

Femi Oshobukola: [oshobukola@afsa.org](mailto:oshobukola@afsa.org)

#### Controller

Kalpna Srimal: [srimal@afsa.org](mailto:srimal@afsa.org)

#### Assistant Controller

Cory Nishi: [cnishi@afsa.org](mailto:cnishi@afsa.org)

### LABOR MANAGEMENT

#### General Counsel

Sharon Papp: [PappS@state.gov](mailto:PappS@state.gov)

#### Deputy General Counsel

Zlatana Badrich: [BadrichZ@state.gov](mailto:BadrichZ@state.gov)

#### Labor Management Specialist

James Yorke: [YorkeJ@state.gov](mailto:YorkeJ@state.gov)

#### Senior Staff Attorney

Neera Parikh: [ParikhNA@state.gov](mailto:ParikhNA@state.gov)

#### Staff Attorney

Raeka Safai: [SafaiR@state.gov](mailto:SafaiR@state.gov)

#### Staff Attorney

Andrew Large: [LargeA@state.gov](mailto:LargeA@state.gov)

#### Labor Management Counselor

Colleen Fallon-Lenaghan:  
[FallonLenaghanC@state.gov](mailto:FallonLenaghanC@state.gov)

#### Labor Management Assistant

Jason Snyder: [SnyderJ@state.gov](mailto:SnyderJ@state.gov)

#### Executive Assistant

Lindsey Botts: [BottsLK@state.gov](mailto:BottsLK@state.gov)

#### USAID Senior Labor Management Adviser

Douglas Broome: [dbroome@usaid.gov](mailto:dbroome@usaid.gov)

#### USAID Staff Assistant

Erika Bethmann: [ebethmann@usaid.gov](mailto:ebethmann@usaid.gov)

### MEMBER SERVICES

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Janet Hedrick: [hedrick@afsa.org](mailto:hedrick@afsa.org)

#### Membership Representative

Natalie Cheung: [cheung@afsa.org](mailto:cheung@afsa.org)

#### Retiree Counselor

Todd Thurwachter: [thurwachter@afsa.org](mailto:thurwachter@afsa.org)

#### Coordinator, Retiree Counseling and Legislation

Matthew Sumrak: [sumrak@afsa.org](mailto:sumrak@afsa.org)

#### Administrative Assistant and Office Manager

Ana Lopez: [lopez@afsa.org](mailto:lopez@afsa.org)

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Kristen Fernekes: [fernekes@afsa.org](mailto:fernekes@afsa.org)

#### Director of New Media

Ásgeir Sigfússon: [sigfusson@afsa.org](mailto:sigfusson@afsa.org)

#### Publications Manager

Shawn Dorman: [dorman@afsa.org](mailto:dorman@afsa.org)

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Jeff Lau: [lau@afsa.org](mailto:lau@afsa.org)

#### Communications and Press Specialist

Allan Saunders: [saunders@afsa.org](mailto:saunders@afsa.org)

#### Special Awards and Outreach Coordinator

Perri Green: [green@afsa.org](mailto:green@afsa.org)

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#### Advocacy Director

Javier Cuebas: [cuebas@afsa.org](mailto:cuebas@afsa.org)

#### Senior Legislative Assistant

David Murimi: [murimi@afsa.org](mailto:murimi@afsa.org)

#### Professional Issues and Policy Adviser

Janice Weiner: [weiner@afsa.org](mailto:weiner@afsa.org)

### SCHOLARSHIPS

#### Scholarship Director

Lori Dec: [dec@afsa.org](mailto:dec@afsa.org)

#### Scholarship Senior Associate

Jonathan Crawford: [crawford@afsa.org](mailto:crawford@afsa.org)

# Stepping Forward to Lead

BY BARBARA STEPHENSON

Immediately after being sworn in as AFSA president on July 15, I turned and administered the new Oath of Office to the incoming AFSA Governing Board. We promised to do our best to represent all members of the American Foreign Service so that we can strengthen the ability of the foreign affairs community to contribute to effective foreign policies.

In a stroke of serendipity, our next act, just minutes later, was to receive the 183rd A-100 class at AFSA headquarters, welcome them to our profession and invite them to join AFSA—the voice of the Foreign Service. They, and indeed the new USAID class I welcomed a few days later, reminded me of myself when I entered the Foreign Service almost 30 years ago—brimming with pride at having been chosen and eager to serve my country on a global stage.

I know AFSA State Vice President Angie Bryan was similarly impressed when she welcomed nearly 90 new specialists to AFSA on July 30. As Angie writes in her column for AFSA News this month, the good news is that the Foreign Service is attracting and hiring the top talent we need for our vitally important work.

Our challenge is to make sure the career path offered by the Foreign Service is attractive enough to keep this talent across a full career—hence my commitment



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

**Please count on me to do my very best to make the Foreign Service stronger so we can lead America's foreign policy and deliver for the American people.**

to a strategic, comprehensive look at the Foreign Service workforce.

One of my key goals as AFSA president will be to ensure a healthy, attractive career path for members of the next generation so that, whatever their cone or specialty, they have the same chance that I did to grow and develop into Foreign Service leaders.

I spoke to the A-100 class, as I will speak to everyone during my tenure as AFSA president, of the extraordinary demands that are made of the extraordinary people who answer the call to serve. As part of our pledge to worldwide availability, we in the Foreign Service willingly agree—in fact work hard to prevail in a highly competitive selection process—to take on a career that requires us to serve in remote corners of the globe, often in unsafe and unhealthy conditions of genuine hardship, where good schools for our kids and decent jobs for our spouses are scarce.

We willingly agree to rotate jobs every two to three years as part of our competitive up-or-out promotion system. While that means that we never get to settle comfortably in a job and a place we love, we know that this is the path to the broad

range of experience we need to grow as Foreign Service professionals and prepare to lead America's foreign policy.

Ours is a remarkable story of service, of delivering for our country in the face of unique challenges. I want us to own that story, to take pride and find strength in it, and to share it with the American people.

In the coming months, you will hear more from me about an enhanced outreach effort to tell our story and stepped-up efforts to mentor and develop the next generation as well as to support those at mid- and senior-levels.

These, along with my pledge to take a comprehensive, strategic look at workforce planning, form the core of my vision for my tenure as president.

Please count on me to do my very best to make the Foreign Service stronger so we can lead America's foreign policy and deliver for the American people. I welcome your feedback and will need your help, and I thank all of you who have already stepped forward to volunteer to pitch in.

I now invite you to find inspiration in this edition of *The Foreign Service Journal*, "Honoring Those Who Make a Difference." ■

# FS Members Making a Difference

BY SHAWN DORMAN

September is the month when *The Foreign Service Journal* celebrates and honors those in the Foreign Service community who make a difference—through constructive dissent, by standing up for what they believe is right, and through outstanding performance and lifetime contributions to diplomacy.

First we turn to the 2015 recipient of the Lifetime Contributions to American Diplomacy Award, Ambassador William Harrop. In his interview with Associate Editor Maria Livingston, “A Lifetime of Public Service,” Amb. Harrop reflects on his Foreign Service career and raises concerns about the state of the Foreign Service today, calling for stronger investment in professional development.

Then we hear from this year’s dissent award recipients. The dissent awards are unique in the U.S. government and, at their best, give inspiration to others to not just go along to get along. In “Deconstructing Dissent,” Harriman dissent award recipient and first-tour officer Amelia Shaw offers a frank assessment of what dissent means to her in the Foreign Service context and shares a how-to on dissenting within the system. She urges her colleagues to speak up when something just doesn’t seem right.

Next, Rivkin dissent award recipient Samuel Kotis describes his ultimately successful efforts to convince the U.S. mission in India to share and publicize



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

air quality readings from U.S. equipment monitoring pollution in New Delhi, Mumbai, Kolkata, Chennai and Hyderabad. His article, “Clearing the Air in New Delhi,” illustrates how greater transparency, while initially viewed as potentially harmful for U.S.-India relations, helped lead to greater cooperation on air pollution between the two governments.

Profiles of Shaw and Kotis can be found in the AFSA News section, along with profiles of the other recipients: FSO Thomas Duffy (Herter Award for Constructive Dissent by a senior-level FSO), FSS Jeffrey Bing (Harris Award for Constructive Dissent by an FS specialist), Office Management Specialist Julia Harrison (Delavan Award for an FS OMS), Community Liaison Officer Alexei Trofim (Guess Award for a CLO) and Mary Beth Bechtel (Bohlen Award for an FS family member).

This year marks the establishment of a new award, the Mark Palmer Award for the Advancement of Democracy. FSO Andrew Young was selected for the first Palmer Award for his democracy-promotion work in Mali, where he is currently the deputy chief of mission, and earlier work on Capitol Hill and in Burma.

Two awards that had been dormant were revived in 2015. USAID FSO Charlee Doom was selected for the AFSA Post Representative of the Year Award for her work at Embassy Nairobi. Longtime AFSA Treasurer Ambassador (ret.) Andrew Winter received the Award for Lifetime Contributions to AFSA.

This month also marks the 35th

anniversary of the passage of the Foreign Service Act of 1980. The act aimed to further unify and professionalize the Foreign Service, and discussion of and questions about its implementation—or undermining—are ongoing today.

In 1982, one year after the act became law, the *FSJ* asked for an assessment on how implementation was going—from Congress, State management and the AFSA Governing Board. Those responses offer three different relevant perspectives. We share them in this issue, with an introduction from former FSO Harry Kopp. (Kopp is the author of the recently released AFSA history, *The Voice of the Foreign Service*.)

The 1980 act has been in force longer than either of its predecessors, the acts of 1924 and 1946. We hope a look back at the law’s original goals, and the early challenges of its implementation, might inform discussion today.

In this month’s Speaking Out, FSO William Bent offers a critique of the State Department’s use of the 360-degree review and suggests adjustments. This month’s FS Know-How by Anna Sparks is a guide for spouses on going back to work.

In her inaugural President’s Views column, Ambassador Barbara Stephenson lays out her vision for the way ahead for AFSA, and describes the new Governing Board’s first act—taking an oath of service, pledging to represent the members of the U.S. Foreign Service in accordance with the Foreign Service Act of 1980 and to work to strengthen the Foreign Service. Members of the new Governing Board are welcomed and introduced in AFSA News. ■

## AFSA and Vietnam

Congratulations on the recent “Vietnam” issue of the *Journal* (April). The articles, taken together, brilliantly evoke the drama and anguish of the times with a coherence that few of us could perceive as we dealt with our pieces of the mosaic.

The issue did not cover AFSA’s role in the final days and, indeed, our actions were limited compared to the heroics of our fellow FSOs and AFSA members. We had challenges. Useful information was hard to come by; obviously our status as the recently elected exclusive employee representative was not officially relevant, and there was a certain chaos up and down the chain of command.

However, we did contribute to the outcome, as I recount here. Our actions were all verbal and part of the inevitable “back story” that gives oral history its value.

As the crisis evolved, corridor rumor became fact. We learned that not a few AFSA members were returning to Vietnam on personal missions (one of our own small AFSA staff left for Vietnam for the same purpose).

The question was, how will the Secretary and “the system” deal with this phenomenon? Emotions were running high, and we feared the worst.

Our conduit to the Secretary was Larry Eagleburger, then the under secretary for management and Henry the K’s alter ego on many issues. AFSA’s small, informal Executive Committee decided that I, as AFSA president, would call Larry and inform him that any action against Craig Johnstone or Lionel Rosenblatt (the two FSOs we were sure had traveled), or any others, would elicit

a strong and public reaction from AFSA.

I called.

“What the hell do you want?” That was Eaglespeak for “good morning.”

I said that in the event the Secretary or Director General took any adverse

action against Johnstone, Rosenblatt or anyone else, AFSA would throw the employee-management book at them. Public demonstrations could not be excluded.

“Are you threatening me?”

I responded that I wanted him and the Secretary to have all necessary information before making any

decisions in what was a very difficult matter. We considered the returnees to be heroes and so should the Secretary.

“I’ll get back to you.” Larry did, and said that there would probably be a private scolding, but no adverse actions.

I do not know how important our intervention was in the Secretary’s decision. What I do know is that the outcome was what we hoped for, and that AFSA, like our heroic colleagues, had acted honorably.

*Tom Boyatt*

*Ambassador, retired*

*AFSA Vice President for Retirees*

*AFSA President, 1973-75*

*McLean, Virginia*

## Vietnam Lessons Learned

A comparative reading of two substantively different memos describing “The Lessons of Vietnam” (July-August *FSJ*) made for much thought-provoking reflection, especially for those of us who lived through that painfully divisive era.

Neither memo alluded to the post-World War II history of U.S.-North Vietnamese contacts, which included several messages from Ho Chi Minh to at least three American presidents and other high-ranking officials.

Historians point out that the North Vietnamese leader had modeled his country’s declaration of independence closely on that of the United States and had proclaimed his desire for peaceful relations with our country.

Moreover, in the immediate post-war years he appealed directly to President Harry Truman to help his country cast off the yoke of French colonialism at a time when the United States was granting independence to the Philippines and the British were preparing to do the same in India.

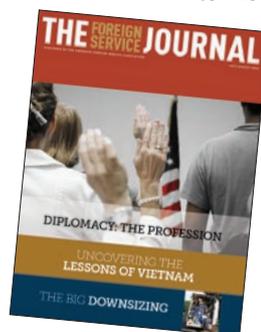
Sadly, Ho Chi Minh’s appeals were ignored and his political philosophy and allegiances—whether he was a true communist aligned with Moscow at the time or merely a committed Vietnamese nationalist—remained unknown.

Two decades later, when President Lyndon Johnson directly proposed negotiations to end the widening conflict in Indochina, Ho Chi Minh replied with grim determination that the Americans should first end their bombing campaign and withdraw the hundreds of thousands of troops that had been sent to Vietnam to prevent the country’s

unification and to prop up what ultimately turned out to be a corrupt and unpopular regime.

A feeler by President Richard Nixon a few years later was met with a similarly blunt response that mirrored the disciplined, implacable advance of North Vietnamese forces.

The lessons to be learned



from such contacts seem inescapable. First, appeals from leaders who seek our help and offer us friendship should be thoroughly vetted instead of being ignored or dismissed outright.

The price for not having done so in terms of the potential avoidance of military involvement and its enormous cost in blood and treasure is a matter of record in the case of Vietnam.

Second, a people's struggle for independence from oppression, foreign or domestic, may be considered legitimate regardless of how closely the political philosophy of their leaders resembles our own.

And finally, the enemy of a friend or ally (in this case, the French) may not prove to be our enemy unless having been forced into being one.

Ironically, a half-century later we enjoy cordial relations with our erstwhile foe and even find ourselves aligned with Vietnam in facing the expansionist aspirations of its historic enemy and increasingly assertive neighbor, China.

*Fred Kalhammer  
USAID SFSO, retired  
Sun City Center, Florida*

## Paying MSIs

The State Department's attempt to avoid payment of 2013 and 2014 Meritorious Step Increase financial awards is a public relations and staffing mistake. In response, AFSA filed an implementation dispute that is entering its final stages.

I want to thank AFSA for fighting this fight. It is not just about the money. Rather, it is a fight on principle; the department should demonstrate that it stands by its employees and wants to hold onto them. While I am grateful to the department for my employment and for the myriad opportunities it continues

to provide me professionally, I feel that in this case, it has come up short.

In an economic environment where the public sector is fighting to retain employees of quality, simple measures such as financial incentives can help. Furthermore, renegeing on a fundamental agreement to pay out performance awards sends a message to all employees, not just MSI recipients, that good work is not valued or rewarded.

This is a message that the federal government can ill afford as unemployment drops and private-sector hiring accelerates.

State Department employees, like all employees, value recognition, respect and rewards for performance. However, over the past 30 years, federal employees have endured the screeds of politicians and media pundits vilifying us as inefficient, wasteful and undeserving of proper financial compensation.

When public employees leave government employment tired and embittered, they are then criticized for walking through the "revolving door" of public and private employment.

In my experience, morale has taken a severe hit due to these attacks, and our best employees are expressing their sentiments not only with their voices, but with their feet, moving to the private sector.

The department should view the MSI financial award as a tool to maintain and motivate a cadre of high-performing employees working at the forefront of diplomacy where our country needs them most.

I encourage my colleagues to stand in solidarity with AFSA in requesting that all MSI recipients from 2013 and 2014 promotion boards receive the financial awards they are due. Whether you received an MSI during these years

or not, this serves as a test case that will affect all MSI recipients in years to come.

*Joshua Levin-Soler  
Foreign Service Special Agent,  
Diplomatic Security Service  
Kabul, Afghanistan*

## IRM Promotions

Attention fellow information technology managers, especially those of you (and your families) who have dedicated more than two decades to the Foreign Service and are still at the FS-2 rank.

You may find State's 2014 promotion statistics sad and depressing (see "By the Numbers" in the April edition of *State* magazine).

You may get the impression that the State Department does not fully appreciate or value your sacrifices, dedication or the documented evidence that you are ready to serve at the next higher pay grade.

In my opinion, based on the numbers, you would be right.

According to the 2014 promotion statistics, the average time in service for an information technology manager (ITM) to make FS-1 is 17.7 years. Feeling the pain yet? The average time in grade at FS-2 is 6.8 years.

If these stats were a one-off, maybe even a two-off, we might accept that during that panel's review the other employees simply told a better story.

But, no, this is the reality for ITMs. Across the board, we FS-2 ITMs with more than 20 years of service and 10 years in grade have apparently failed to tell our own story and convince panels that we are ready for the next level.

The good side of this is that the people we have mentored, trained and counseled are doing very well. In fact, you can now work for someone who was once a new hire working for you at their

# The First-Ever History of the American Foreign Service Association

## THE VOICE OF THE FOREIGN SERVICE

A History of the American Foreign Service Association

*By Harry W. Kopp for the American Foreign Service Association*

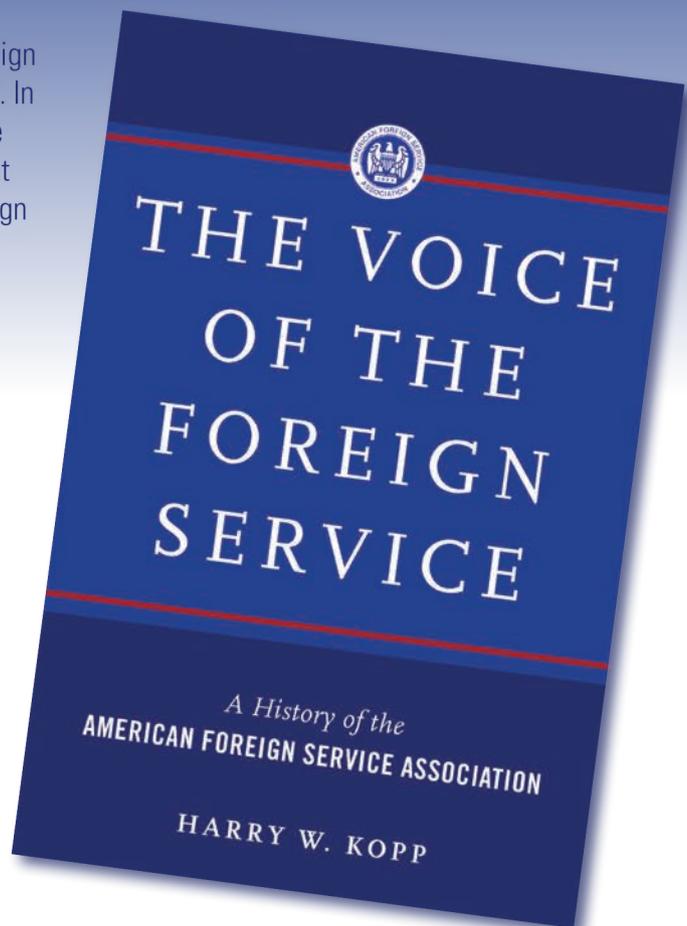
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However, if you feel as many of those I have spoken to do, that a promotion is the true mark of success—either we have failed miserably, or the department is trying to tell us that they do not need our experience, our esprit de corps or our successes.

There is a new breed on board and the Oldersaurus (that's us) are extinct, even though we are still walking around for a little while longer.

*Richard E. McCormick  
FSS, Operations Officer  
Regional Information  
Management Center Bangkok*

### The Epitome of Professions

In his significant Speaking Out column in the July-August *FSJ*, “America Needs a Professional Foreign Service,” Ambassador Charles Ray questioned the professionalism of the Foreign Service.

On the basis of criteria offered by Professor Dan Snider of the Army War College, Amb. Ray concluded that the Foreign Service was not fully a profession, at least not yet. I, on the other hand, consider it the epitome of professions, the standard by which other professionalisms should be judged.

Practically speaking, I have no choice. I was formed by the Foreign Service; apart from a stint in the Army during World War II, I had no previous institutional formation. Foreign Service disciplines are the ones I bring to my

present profession: theology.

Further, if the Service is not fully a profession, the links between it and theology discerned in my book *Theology and the Disciplines of the Foreign Service* (reviewed in the April *FSJ*) would not work. In making these links apparent, the book gives an account of the Foreign Service, highlighting the following key features.

The Foreign Service was forged by its history, above all its post-World War II history. In his historical survey, Ray recognizes a difference before and after the war.

But in my view he does not allow sufficiently for the transformation that the nation, and with it the Foreign Service, underwent in those few years. From a secondary player in the world it went to being one of two superpowers, locked, moreover, in a struggle for survival with each other.

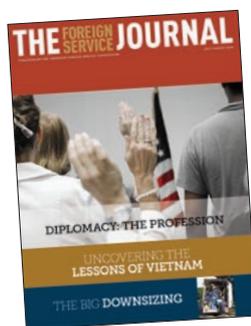
The resulting pressures on the Foreign Service were tremendous. They may be seen as the main source of its strict hierarchism; its insistence on total commitment by its members; its stress on teamwork, not solo performance; its insistence on both cogency and exactitude in reporting; and its tradition of accomplishing assignments no matter how difficult and of meeting deadlines no matter how tight.

These features are perhaps most evident in its performance in pre-1975 Vietnam.

And they have implications for training, one of Amb. Ray's concerns.

Certainly more training is desirable. But for officers to become fully profes-

sional, years of service under supervisors already formed are required,



somewhat as with apprenticeships under a master in a medieval craft guild.

Perhaps the Foreign Service should be considered as much a craft as a profession. Ray himself speaks of “the art and craft of diplomacy.”

None of this is to say that the Foreign Service is without difficulties, exacerbated no doubt by the politicization which the July-August *FSJ* so forthrightly addresses and by other agencies’ intrusions into its domain.

But these difficulties should be regarded as declines from its previous standards rather than as evidence that it is still on the way to professionalism. Overcoming them requires looking back to the Service’s own traditions, not importing values from the outside.

*The Rev. Theodore L. Lewis*  
FSO, retired  
Germantown, Maryland

## Out of the Shadows

Hats off to the *FSJ* for bringing the need for a professional Foreign Service out of the shadows. For too long we have ignored this issue, feeling smug in having run and survived the gauntlet of the highly selective FS examination and selection process.

Ambassador Charles Ray’s article in the July-August issue points the way forward, but AFSA and its membership need to continually advocate and press for needed changes to transform the Foreign Service into a true profession.

There will be little interest and no support from the management of the department in this effort. This is something we need to do ourselves, and AFSA needs to lead the charge.

*Ted Strickler*  
Senior FSO, retired  
Kansas City, Missouri ■

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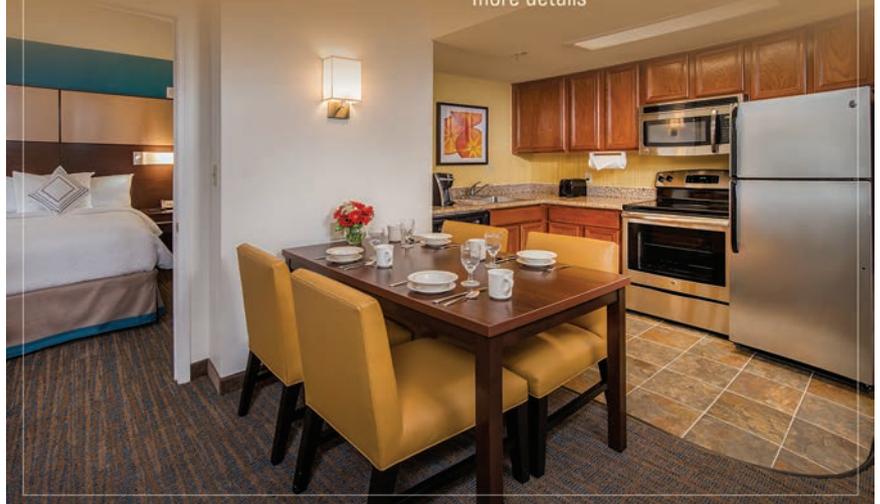
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## FS Brats in the Shark Tank

In February, Alley Heffern (daughter of FSO Ambassador John Heffern) and her business partner Jack DuFour appeared on the popular ABC television show “Shark Tank” to convince the hosts to invest in their business, Taaluma Totes.

A Foreign Service moment on national television is unusual, but it is all the more surprising when it turns out that “shark” investor “Mr. Wonderful” (Kevin O’Leary) is himself a Foreign Service brat.

“I had a little connection with this when Alley said that her dad worked for the State Department and traveled a lot,” he said. “That was also my story. I lived in Cambodia, Tunisia, Ethiopia, Cyprus, Japan, Switzerland, France. Every two years we moved.”

Taaluma Totes was inspired by Alley’s Foreign Service childhood and a college trip to Uganda, where she and Jack sourced their first fabric to make beautiful, unusual backpacks.

They co-founded the company with the goal of strengthening economic ties within the global community. Taaluma Totes sources traditional fabrics from local artisans in Asian, African and Latin America.

A portion of the money earned from the sale of each backpack funds a micro-loan for an artist, farmer or entrepreneur in the country where its fabric originated. Assembled in Richmond, Virginia, in a facility that employs adults with disabilities, the backpacks retail for \$65 to \$75.

Currently, about 20 percent of profits go to microloans, which are typically paid back within 12 months. The money from repaid loans is then put toward purchasing more unique, traditional fabrics, completing the cycle.

Heffern and DuFour also run what they call a campus ambassador program aiming to expand their business. Two students

at each participating college represent Taaluma Totes and spread the word.

Although the “sharks” declined to back the year-old company financially, noting that it was “too soon,” they praised Alley and Jack on their innovative business model, and encouraged them to seek funding when the company is more mature.

They expressed admiration for the fact that two young people, inspired by examples of public service, were hoping to continue the tradition. “Taaluma” means “culture” in Swahili, and according to Jack and Alley, with Taaluma Totes, “You carry more than a backpack; you carry a country.”

—Shannon Mizzi, *Editorial Intern*

## Passports, Visas and Transgender Rights

**R**olling Stone called 2014 the “biggest year in transgender history.” Its December 2014 issue highlighted some of the victories, from Amazon’s “Transparent” television series’ two Golden Globe nominations (which it ultimately won) to certain women’s colleges’ adoption of trans-inclusive admissions policies.

Even the State Department got in on the action by asking its health insurance providers to lift exclusions related to “sex reassignment” (see December 2014 Talking Points). Though 2014 was indeed a banner year for the advancement of transgender rights in the United States, and Caitlyn Jenner’s completing her transition has only added steam in 2015, there’s

## A Historic Step in Havana



Secretary of State John Kerry (forefront left) and Chargé d’Affaires Ambassador Jeffrey DeLaurentis watch as U.S. Marines raise the American flag at the ambassador’s residence in Havana, Cuba, on Aug. 14.

U.S. DEPARTMENT OF STATE

still a long way to go before transgender people have equal rights.

For example, on May 7, *The Times of India* reported on the case of transgender visa applicant Amruta Alpesh Soni, whose application to attend a trans health conference in Philadelphia was put “on hold” due to an inconsistency in her paperwork.

The gender in her Indian passport, “T” (transgender), did not match the gender she listed on her DS-160 visa application, because State’s online form only allows applicants to choose male or female.

While U.S. Consulate General Kolkata reportedly did issue the visa, after two days and a likely legal “advisory opinion” from the Bureau of Consular Affairs, the incident was indicative of the many challenges faced by transgender persons even when dealing with trans-friendly governments and institutions.

Apart from India, a handful of countries including Australia, Bangladesh, Nepal and New Zealand, offer their citizens a third gender category on their passports. Germany and Malta have legislation that will soon offer passport-seekers gender options other than male

and female, as well.

Though the United States changed its policy in 2010 to allow its own citizens to change the gender in their passports without having undergone sex reassignment surgery, it still doesn't offer the third gender option. (Under the new policy, a passport applicant must present a physician's certificate verifying that they have had appropriate clinical treatment for gender transition.)

And since the department is unable to comment on Soni's visa application due to privacy laws, it remains unclear how future visa cases involving non-American third-gender passports will be handled.

Meanwhile, Robyn McCutcheon, the

first Foreign Service officer to publically transition, discusses how the support she received from embassy colleagues was key to helping her through that critical time as part of a *New York Times* series titled "Transgender Today."

—*Maria C. Livingston, Associate Editor*

## Improving Science and Technology at State

A recent report from the National Research Council surveys the current science and technology landscape at the State Department and recommends ways to strengthen S&T capabilities. Published in June, "Diplomacy for the 21st Century: Embedding a Culture of Science and

Technology Throughout the Department of State" emphasizes why constantly improving S&T competencies is integral to a range of foreign policy issues in our rapidly changing world.

The report offers specific steps to boost S&T competence:

- Establish an S&T Advisory Board to provide insights on S&T issues related to the foreign policy agenda.
- Maintain and, when appropriate, increase S&T counselors at embassies where S&T issues are important.
- Elevate the organizational status of the S&T adviser to the equivalent of an assistant secretary.
- Conduct S&T-oriented foresight

## 50 Years Ago

### A Consular Conundrum

The introduction to the Welfare and Protection Chapter of the Foreign Affairs Manual calls upon the consular officer to keep "in mind that the manner of performing a service may be of equal importance to the service itself," and to demonstrate to individuals that "their problems are receiving careful attention (even in those cases in which it is not possible to accede to a request or bring about the desired solution)."

The concern of many consular officers, including myself, is that the implementation of this standard is becoming increasingly difficult. At posts with a significant volume of consular activity, the officer is being compelled to realign his attention from the human predicament in the waiting room to the rapid and, too often, mechanical production of services.

The difficulty exists because consular resources have failed to keep pace with a rising volume of activity, and because the department has chosen to respond by encouraging a rapid expansion of productivity, and not the resources. In fiscal year 1964, the nonimmigrant visa workload rose 23 percent over the preceding year, and comparable increases were recorded in other consular functions.

The difficulty is compounded by the attitude that the sole function of consular sections is to produce "services." As a consequence of the attitude, and the inadequacy of consular resources, many posts are being analyzed by a "productivity index"—essentially a ratio of "services" produced per man hour.

At the same time, the consular process is being realigned so that an officer's day is strictly allocated to "service"-producing functions, such as taking oaths, signing passports and visas. The interview, formerly a well of information and contacts, is being formalized into a one-to-five-minute routine or eliminated altogether. Various steps in the procedures are being eliminated. Sections are being pressured to deploy form letters and information sheets instead of personal attention.

—From "That Which Befits a Profession" by Robert F. Ober Jr., in the September 1965 FSJ.



## Contemporary Quote

“The decision we are going to take today is not only on Iran’s nuclear program; it is much, much more than this. It is a decision that can open the way to a new chapter in international relations and show that diplomacy, coordination and cooperation can overcome decades of tensions and confrontations. I think this is a sign of hope for the entire world, and we all know that this is very much needed in these times.”

—Federica Mogherini, European Union foreign policy chief, speaking at a news conference on July 14 following the historic signing of a deal with Iran limiting Iranian nuclear activity.

assessments that synthesize actionable conclusions.

- Increase efforts to understand the composition, reactions and influences of large foreign audiences via social media.

The report also recommends a culture change throughout the department and American embassies so that S&T proficiency is considered equal in importance to language fluency and area expertise.

To purchase a copy of the report or read it free online, go to [www.bit.ly/1N66xAk](http://www.bit.ly/1N66xAk).

—Brittany DeLong, Assistant Editor

## More than 100 Former U.S. Ambassadors Applaud Iran Deal

As the controversy over the Iran agreement heated up in mid-July, more than 100 former U.S. ambassadors signed a letter to President Barack Obama applauding what they characterized as a “landmark agreement” and urging its support by Congress.

Signatories include such Foreign Service luminaries as former Under Secretary of State Nicholas Burns, Ambassador to Israel and Egypt Daniel Kurtzer, Ambassador to Afghanistan, Iraq, Pakistan and Syria Ryan Crocker, Ambassador to India, Egypt, the Philippines and Zambia and

Under Secretary of Defense for International Security Affairs Frank Wisner and Under Secretary of State for Political Affairs and Ambassador to Israel, Russia, India and the United Nations Thomas Pickering.

Drafted by The Iran Project, the letter states in part:

### Fun with Idioms

Test your language skills on this sampling of idioms. Can you interpret the real meaning of these literal translations?

- 1. German:** Ich verstehe nur Bahnhof.  
English: “I only understand the train station.”
- 2. German:** Die Katze im Sack kaufen.  
English: “To buy a cat in a sack.”
- 3. Swedish:** Att glida in på en räkmacka.  
English: “To slide in on a shrimp sandwich.”
- 4. French:** Avaler des couleuvres.  
English: “To swallow grass snakes.”
- 5. Latvian:** Ej bekot.  
English: “Go pick mushrooms.”
- 6. French:** Se regarder en chiens de faïence.  
English: “To look at each other like earthenware dogs.”
- 7. Portuguese:** Quem não tem cão caça com gato.  
English: “He who doesn’t have a dog hunts with a cat.”
- 8. Portuguese:** Empurrar com a barriga.  
English: “To push something with your belly.”
- 9. Croatian:** Doce maca na vratanca.  
English: “The cat will come to the tiny door.”
- 10. Dutch:** Lets voor een appel en een ei kopen.  
English: “Buying something for an apple and an egg.”

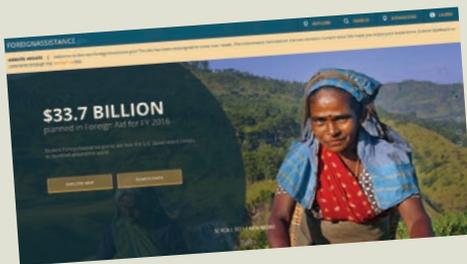
See p. 18 for the answers.

Source: <http://blog.ted.com/40-idioms-that-cant-be-translated-literally/>

## SITE OF THE MONTH: FOREIGNASSISTANCE.gov

**N**eat and user-friendly, this redesigned and much-improved website from the State Department enables both policymakers and the public to better understand the United States' foreign aid budgeting and allocation process.

This tool for informing the general public about the development work of



foreign affairs agencies is especially important at a time when most of the public mistakenly believes that approximately a quarter of the national budget goes to foreign aid (in fact, it is less than 1 percent!).

Foreign assistance experts and novices alike can explore the

world of American foreign assistance by downloading comprehensive datasets or by clicking on an interactive map to view statistics by country. The site presents, in simple terms, how budgets are formulated for each agency, as well as a primer on U.S. global development policy.

The tool also breaks down funding by agency and nine sectors: peace and security, program management, economic development, health, democracy, human rights and governance, humanitarian assistance, education and social services, and the environment. You can find out how much is planned, obligated and spent in any given year since 2005, showing which implementing organizations received even the tiniest sums and for what purpose. There is even a handy glossary of relevant bureaucratic lingo, acronyms and abbreviations.

Though more than 20 different agencies are involved in dispensing foreign aid, the website currently covers the expenses and activities of 10, accounting for 98 percent of U.S. foreign assistance.

They are: USAID, Peace Corps, Department of State, U.S. African Development Foundation, Millennium Challenge Corporation, Department of Agriculture, Inter-American Foundation, Department of the Treasury, Department of Defense and the Department of Health and Human Services.

The United States became party to the International Aid Transparency Initiative in 2011, and the website's managers have been working to provide U.S. data in an internationally comparable format ever since. This transparency will not only benefit the public, but the participating agencies who will be better able to track successes to be replicated and failures to be avoided, and to coordinate to avoid overlap.



—Shannon Mizzi, Editorial Intern



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a perfect or risk-free settlement of this problem. However, we believe without it, the risks to the security of the United States and our friends and allies would be far greater.

“We are satisfied that the JCPOA will put in place a set of constraints and inspections that can assure that Iran’s nuclear program during the terms of the agreement will remain only for peaceful purposes and that no part of Iran is exempt from inspection. As with any negotiated settlement, the most durable and effective agreement is one that all sides will commit to and benefit from over the long term.

“We support close congressional involvement in the oversight, monitoring and enforcement of this agreement. Congress must be a full partner in its implementation and must evaluate carefully the value and feasibility of any alternative that would claim better to protect U.S. security and more effectively to prevent Iran from acquiring a nuclear weapon. In particular, Congress must give careful attention to evaluating whether alternatives would be more or less likely to narrow the options for resolving this issue without the use of force.

“In our judgment the JCPOA deserves congressional support and the opportunity to show it can work. We firmly believe that the most effective way to protect U.S. national security and that of our allies and friends is to ensure that tough-minded diplomacy has a chance to succeed before considering other more costly and risky alternatives.”

—Shannon Mizzi, *Editorial Intern*

## Spotlight on Rule of Law Programs in Afghanistan

In July, the Special Inspector General for Afghanistan Reconstruction issued the results of an audit of the efforts to develop

ANSWERS to Quiz, p.16

1. “I don’t understand any of what that person is saying.”
2. Refers to purchasing something without inspecting it first.
3. Refers to somebody who didn’t have to work to get where they are.
4. “To be so insulted that you’re not able to reply.”
5. “Go away/leave me alone.”
6. “To look at each other coldly, with distrust.”
7. “You make the most with what you’ve got.”
8. “To keep postponing an important chore.”
9. “What goes around comes around.”
10. “Buying something very cheaply.”

the rule of law in Afghanistan that gives much food for thought.

SIGAR aimed to determine the extent to which (1) the rule of law strategy and objectives are current and define the scope of assistance, (2) agencies can fully account for programs and funding, (3) progress is being systematically measured, and (4) challenges encountered are being addressed.

Distressingly, the answer in each case was “not much.” This is captured in the report’s title, “Rule of Law in Afghanistan: U.S. Agencies Lack a Strategy and Cannot Fully Determine the Effectiveness of Programs Costing More Than \$1 Billion.”

SIGAR details its findings that the Departments of Defense, State, Justice and USAID have spent at least \$1 billion on some 66 programs since 2003, but that there is little indication of what was achieved and, moreover, there has been no comprehensive rule of law strategy since 2009.

The IG’s recommendations, as well as comments from DOD and DOJ, and joint comments from Embassy Kabul and the USAID Mission for Afghanistan are included in the report. ■

—Susan B. Maitra, *Managing Editor*

# The State Department Needs to Reevaluate Its Use of 360-Degree Reviews

BY WILLIAM BENT

If used correctly, 360-degree reviews can be a valuable tool for an organization seeking to develop its workforce and foster a culture of leadership and management excellence. The increasing use of 360s in organizations, including the State Department, stems from the recognition that a performance appraisal alone does not give a full picture of an employee's effectiveness and potential.

As Richard Lepsinger and Antoinette Lucia stated in their 1997 book, *The Art and Science of 360-Degree Feedback*: "Neither upward nor downward feedback includes the perspectives of a significant population—colleagues, peers, members of project teams, other senior managers and customers—who depend on and are affected by the behavior of a given manager. These people are also in a position to observe a wide range of behaviors that might not be apparent to a direct supervisor or a direct report. Gathering information from many different people provides a complete portrait of behavior on the job."

This probably explains why the various bureaus in the State Department are relying more and more on 360s in the assignment process. Given the criticisms often lobbed at the Foreign Service Employee Evaluation Review, it is understandable that their use has increased in the department. In a system where some claim EERs

## The department's current use of the 360-degree review process to determine assignments is misguided and detrimental to the long-term health of the Foreign Service.

inflate accomplishments to the point where every Foreign Service officer "walks on water," it is natural that those responsible for filling Foreign Service positions would seek a more reliable method of screening bidders.

Assignment decision-makers obviously want to find the most qualified person for the position, particularly when it involves significant leadership and managerial responsibilities, such as a deputy chief of mission job or the supervisor of a large consular operation.

Worthy as these intentions may be, the department's current use of the 360-degree review process to determine assignments is misguided and detrimental to the long-term health of the Foreign Service.

### A Development Tool

The true value of the 360-degree review—and its most common use by far in the private sector—is as a development tool. When an employee receives constructive feedback—negative as well

as positive—from supervisors, peers and subordinates, true career development can begin if the individual can translate this feedback into a plan of action to grow.

Two examples of the State Department's use of the 360 are in line with this approach to human resource development: the Foreign Service Institute's use of the 360 in its leadership and management training classes and the Bureau of Consular Affairs' use of the 360 in its annual Consular Leadership Indicator survey. CA's CLI offers every consular supervisor the opportunity to, on a voluntary basis, solicit feedback from subordinates via an online tool that then aggregates the results and provides a scorecard to the manager.

In both examples, the results are not the end point, but rather constitute the first step in a process of self-reflection and, hopefully, growth as a leader and manager. Indeed, the literature on 360s makes it very clear that discussion of the results is a key component of the process, the purpose of which is to develop leaders.

Unfortunately, other than these two examples, the department's use of 360s is not for developmental purposes, but for what amounts to hiring decisions.



*William Bent, a consular-coned officer serving in Bridgetown, Barbados, is a former member of the Foreign Service Journal Editorial Board and the AFSA Governing Board. Bent joined the Foreign Service in 1992 and has served in Prague, Kingston, Santo Domingo, Kabul and several domestic assignments. He recently graduated from the National War College.*

## Use of 360-degree reviews for purposes other than development remains controversial among human resource experts.

### Hiring Decisions: The Concern

Use of the 360-degree review for hiring decisions that can make or break a career is of concern for the following reasons:

- The reviews are seldom transparent. In current practice, the assessed employee usually has no idea what feedback the deciding official has received, and an employee receiving any negative feedback is rarely, if ever, contacted to discuss the issues raised. This creates the potential for unsubstantiated criticism that can unfairly undermine an employee's chance for advancement. One does not have to assume deliberate career sabotage here: as a manager, one sometimes has to make unpopular decisions that years later still rankle former subordinates who, because of inexperience, may not have had the full picture.

The Bureau of Consular Affairs' recent development of the Consular Bidder Assessment Tool addresses the issue of transparency by allowing the assessed employee to see the anonymous feedback statements. But the employee is denied the opportunity for a timely discussion of the results (bidders are instructed not to attempt to discuss results until after bidding season is over). This is a surprising approach from the bureau that brought us the innovative CLI.

The DCM/principal officer 360-degree reviews are neither transparent, nor do they provide any opportunity for assessed employees to obtain feedback.

- The reviews have little value because the assessed employee chooses the

assessor. On the whole, most peers and subordinates resist being frank and candid in their reviews. Having the assessed employee pick his or her own assessors emphasizes this tendency, skewing the results.

It also replicates the EER problem: when everyone walks on water, the decision-makers try to read between the lines, looking for any chinks in an individual's armor. Paradoxically, this feeds into the concerns discussed above, since any negative review raises bells and whistles and is given extra weight.

- Use of 360-degree reviews for purposes other than development remains controversial among human resource experts. Using them to determine assignments is akin to using them as performance appraisals, which some human resource experts see as detrimental to an organization because of its negative effect on personal growth. When the results are not shared in a transparent way, trust is undermined.

In its book *Maximizing the Value of 360-Degree Feedback*, the Center for Creative Leadership explained: "Conditions for personal growth frequently can be at odds in an organizational environment where there are concerns over issues of trust, candor and openness of communication. In such a situation, it is not surprising that when 360-degree feedback is used as part of performance appraisal, the organization risks losing the value of individual and organizational development because the conditions necessary for change are taken away."

- The State Department's use of 360s in determining assignments was not adequately studied prior to implementation. This practice appears to have been implemented on an ad hoc basis several years ago, with a few bureaus using email as a platform to receive input. The use of 360s has now proliferated, with all bureaus involved in the assignment process utilizing them to make decisions.

Yet there seems to have been no prior centralized review of the ramifications of broad use of the tool on the Foreign Service workforce. The use of SharePoint and other technologies to gather the results also raises confidentiality questions (some 360s have been posted—I assume accidentally—on the State Department's intranet site).

- Some recipients of the results may lack the training and expertise to interpret them effectively. There is a reason there are books and articles written by human resource academics and specialists on how to effectively implement and utilize the 360-degree review process. Has the State Department trained officials using the results in human resource management or the 360-degree review process? Do these officials have goals beyond filling the position in question (e.g., the further career development of an employee)?

Moreover, what role has the Bureau of Human Resources—the one bureau theoretically best placed to manage this process—played in implementing the 360 review requirements? Are career development officers discussing the results of 360s with clients to improve the employee's chances of strengthening skills?

- The annual deluge of 360s creates significant time and resource issues. Let's face it, the 360 process has become a major time suck for everyone involved, with email inboxes inundated each sum-

mer with requests for 360-degree reviews. Although we all have a responsibility to assist our colleagues and the organization as a whole by diligently filling out the reviews, the sheer volume of requests can be overwhelming. This could result in less comprehensive responses that don't give a full portrait of the assessed employee.

### Put 360s into Perspective

The State Department continues to make great strides in the area of leadership and management development. The Bureau of Consular Affairs' pioneering work has spread to several other bureaus, and the past year also witnessed the Secretary of State's increased focus on fostering a culture of leadership and managerial excellence throughout the

department. Certainly 360s can play a significant role in this process, but the focus must be on career development.

The focus on development does not preclude the use of 360s for assignments, but the State Department should explore the following recommendations:

- Immediately suspend the use of 360s in the Foreign Service assignment process pending the completion of a study, conducted by an outside consultant, on the effectiveness of their use.
- Coordinate any decision on the use of 360-degree reviews for assignments with the Director General, and ensure that the Bureau of Human Resources directs the implementation. As the professional association and bargaining unit of the Foreign Service, the American Foreign Service Association should also have

input into this process.

- Ensure that any plan to utilize 360-degree reviews in the assignment process is transparent. Members of the Foreign Service should know what is being said about them, even if the comments remain anonymous.
- Tie the 360s, even if used for assignments, to career development. CDOs should discuss the results with clients and establish voluntary individual development plans involving additional training and coaching.

All of us are ultimately responsible for our careers. But by adopting the above recommendations, the State Department could take a giant leap forward in fostering a supportive climate where personal growth and advancement are more attainable. ■



# CALLING ALL FS AUTHORS!

The November 2015 *Foreign Service Journal* will include a list of recently published books by Foreign Service-affiliated authors.

FS authors whose books have been published in 2014 or 2015 are invited to send us a copy of the book, along with a press release or backgrounder on the book by Sept. 15. (Books that have been featured in a previous edition of "In Their Own Write" will not be accepted.)

For more information on this, and on our second Annual Book Market event, scheduled for Nov. 19, please contact:

**Brittany DeLong**  
Assistant Editor  
*The Foreign Service Journal*  
2101 E Street NW  
Washington DC 20037  
Email: [delong@afsa.org](mailto:delong@afsa.org)

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# A LIFETIME OF PUBLIC SERVICE: William C. Harrop

**The recipient of AFSA's 2015 Lifetime Contributions to American Diplomacy Award talks about his Foreign Service career, his pioneering role in AFSA and his view of the challenges before the Foreign Service today.**

BY MARIA C. LIVINGSTON

**A**mbassador William C. Harrop is the 2015 recipient of the American Foreign Service Association's Lifetime Contributions to American Diplomacy Award in recognition of his distinguished Foreign Service career and lifetime of public service.

During his 39-year career as a Foreign Service officer, William Harrop served as United States ambassador to Guinea (1975-1977), Kenya and the Seychelles (1980-1983), the Democratic Republic of the Congo (then known as Zaire, 1988-1991) and Israel (1992-1993).

Among other assignments, Ambassador Harrop was the Inspector General of the State Department and Foreign Service (1983-1988), principal deputy assistant secretary of State for African affairs (1980-1983) and deputy chief of mission in Canberra (1973-1975). He was also a member of the State Department's Policy Planning and Coordination Staff, and served in Italy and Belgium as a junior officer.

Amb. Harrop chaired the association's Governing Board from 1972 to 1974, and has served on AFSA's Scholarship Committee (which he also chaired) and Awards and Plaques Committee. He has received the Foreign Service Cup, conferred by DACOR, as well as the State Department's Distinguished

Honor Award and the Presidential Distinguished Service Award, among numerous other honors.

Since retiring in 1993, Amb. Harrop has dedicated himself to supporting diplomacy and its practitioners. He is a board member of the Henry L. Stimson Center, a think-tank which promotes innovative solutions to global security challenges. In addition to serving as a member of the Washington Institute of Foreign Affairs and of the Foreign Affairs Council, he is a director of the American Academy of Diplomacy, the Senior Living Foundation of the American Foreign Service and American Diplomacy Publishers. He is also a member and former chairman of the board of Population Services International, the largest health social-marketing nongovernmental organization, and the Humane Society of Washington, D.C.

For many years, Amb. Harrop has directed a sizable portion of the charitable activities of the Nelson B. Delavan Foundation toward projects strengthening the Foreign Service and AFSA. In 2010, Amb. Harrop became president and chairman of the Foreign Affairs Museum Council, which is now the Diplomacy Center Foundation, at the State Department. The groundbreaking ceremony for the project took place in September 2014.

Amb. Harrop and his wife of 53 years, the former Ann Delavan, have four sons and nine grandchildren.

*Foreign Service Journal* Associate Editor Maria C. Livingston interviewed Amb. Harrop on June 10.



COURTESY OF WILLIAM C. HARROP

William C. Harrop poses with current and former Secretaries of State during the September 2014 groundbreaking event for the United States Diplomacy Center. From left: Henry Kissinger, James Baker, John Kerry, Harrop, Hillary Clinton, Madeleine Albright and Colin Powell.

**Foreign Service Journal:** *First of all, congratulations on your award.*

**William C. Harrop:** Thank you.

**FSJ:** *Maybe we could begin by having you explain what drew you to a diplomatic career.*

**WCH:** Well, when I graduated from Harvard I didn't know what I wanted to do. I joined the Marines during the Korean War and several people said, "The hardest examination is the one for the Foreign Service." My reaction was, "Well, I'll see if I can do it." I went to a 10-week cram course at The George Washington University, and then took the test in the fall of 1952. To my surprise, I passed and made it through the oral afterward.

Senator Joseph McCarthy (R-Wis.) was a very powerful figure in Washington at that time and, because he blocked appropriations, the State Department couldn't take in new people for two years.

While waiting, I got married and entered the University of Missouri's journalism program. I was within three weeks of my master's degree when I received a call from the State Department in 1954 that said, "If you get here in the next two weeks, we have an appointment for you." I thought about it and talked to my wife, who said, "Well, heck, that's what we want to do as a career," so I accepted. I never did get that master's degree in journalism.

**FSJ:** *Tell us about your first assignments. You went to Palermo and Rome, right?*

**WCH:** I should first note that I never went through the A-100 orientation course because we were needed in the field so badly. So I went right out to Palermo as a visa officer. Very restrictive legislation excluded anyone with even a remote connection to the Communist Party from receiving an immigrant visa. There were a lot of those people in Sicily whom I had to turn down, which was heartrending at times.

Eighteen months later, I moved on to Rome. I spent the next 38 years after that trying to get back to Italy! In fact, I was enjoying myself so much there, doing economic reporting, that when the department assigned me to the personnel division back in Washington, I sent an angry note back saying that if I'd wanted to be a personnel officer I would have worked for Westinghouse.

I got a very firm reply saying, "If you want to stay in the Foreign Service, you'll do what you're told. Come back here!" Fortunately, the personnel division turned out to be a very interesting, useful assignment. I learned about the workings of the system from the inside.

**FSJ:** *That's so often the case in the Foreign Service, isn't it? You never know what these opportunities will lead to.*

**WCH:** No, you don't.



William C. Harrop (right), in his role as inspector general of the Department of State and the Foreign Service, meets with Secretary of State George Shultz.

**FSJ:** *You did several domestic tours in a row, right?*

**WCH:** Yes. I was interested in the Atlantic Community, having been in Italy, so I took a job in the European Bureau's Regional Affairs Office working on atomic energy. I was the desk officer for Euratom [the European Atomic Energy Community], which initially was seen as the most likely vehicle for European integration. As it turned out, that was not the case—the Common Market was the vehicle.

Still, it was very interesting work. After about a year and a half there, one morning in 1962, I received a call: "Oh, I'm surprised to find you over here—you're now an African."

I said, "What do you mean?"

"You have been reassigned to the Congo desk."

I was a bit annoyed by that, but I picked up my stuff and went down to be the economic officer in that office. That was another fascinating job, because the Belgian investment in Congo, the so-called Congo Portfolio, was very important. My colleague on the political side was Frank Carlucci, and we became the best of friends.

Next, I went to Brussels as an economic officer. I was kind of the Congo expert there, too. It was an exciting period. Many hostages had been taken in Stanleyville and a Belgian paratroop unit—Dragon Rouge was the name of that operation—rescued them.

**FSJ:** *Around that time, you started diving more into African affairs. In fact, you spent about half of your career working on Africa, didn't you?*

**WCH:** Yes, at least half.

**FSJ:** *How did it come about that you ended up specializing in that region?*

**WCH:** Complete luck. Toward the end of my three years in Brussels, the office director I'd worked for in AF, Mac Godley, became ambassador to the Congo. And he called me and asked me to think about serving as principal officer in Elizabethville. I agreed, and spent two years there. The name changed to Lubumbashi while I was there.

**FSJ:** *I understand that after that experience, you went to an even more exotic place: New Jersey.*

**WCH:** Yes, I attended Princeton's Woodrow Wilson School for mid-career training. I don't think I got as much out of the Princeton experience as I should have, but then again, I didn't get as much out of my time at Harvard as I could have either.

**FSJ:** *And then?*

**WCH:** After my year was up, I went back to Washington to direct the Africa division of the Bureau of Intelligence and Research. While I was there, the outgoing chairman of the American Foreign Service Association, Lannon Walker, was desperate to find a successor. It's a peculiarity of the Foreign Service that although AFSA does a great deal for its members most people aren't interested in working for it. But I agreed to run for chairman (at that time the president's title) and was elected.

**FSJ:** *You've played a key role in making AFSA what it is today. When did you first realize that there was a need for AFSA to be a strong advocate for the Foreign Service as a union?*

**WCH:** Well, it was really less the relationship between AFSA and the department than the fact that the federal government was unionizing. At that time, the relationship between AFSA and State management was quite amicable, because there were Foreign Service people on both sides of the table.

The AFL-CIO was quite excited about the prospect that the American Federation of Government Employees, its federal government branch, might become the exclusive representative of the Foreign Service. And I just thought that was a very bad idea. We would have represented only about one-tenth of one percent of their constituents, so they wouldn't have done anything for us. And that just looked like tremendous trouble.

So we embarked on a huge effort to prevent it. There were several of us: Tom Boyatt and Tex Harris, and one or two others. I took a year of leave without pay to work on this, it was so demanding. Luckily, former Under Secretary of State and Secretary of the Treasury Douglas Dillon agreed to pay two-thirds of my salary, and I found someone else to pay the last of it—a New York investment fellow who had been a public member of a selection board and had come to like the Foreign Service. So that worked out pretty well.

**FSJ:** *Still, it must have been a real struggle.*

**WCH:** Yes. One woman in particular, a former FSO, wanted AFGE to be the union representing FSOs. She really went after me in an unpleasant way. I actually knew her slightly; she'd been in Kinshasa just before I arrived in Congo, and we overlapped by about a week. Later, she was working in Southeast Asia and was due to come back to Washington to work at the Board of Examiners, which she didn't want to do. I was then the director of the Africa part of INR, and she contacted me to ask if she could come work for my office instead. I called up the personnel people and they were fine with it, so she came to INR.

Later, when I was elected chair of the AFSA Board, she filed suit with the Labor Department to disqualify me on the grounds that I was a management official, so not eligible to head a union. And she tried to use my helping her change assignments as evidence of that.

**FSJ:** *How ironic.*

**WCH:** It really was disgraceful. I was able to fend that off, but the episode showed how important it was to have the narrowest possible definition of a supervisor or manager, so virtually every FSO could be a member of the bargaining unit. Surprisingly, both the Labor Department and State, whose leadership was largely Foreign Service officers at that time, were sympathetic to



William C. Harrop with Mobutu Sese Seko, president of the Democratic Republic of the Congo, in 1987.

COURTESY OF WILLIAM C. HARROP

that definition.

In my opinion the whole system has worked well for more than 40 years now. But I continue to worry that we could lose our identity as a professional association and just become an outright union. We've seen that happen with the National Education Association. Within two years of unionizing, the NEA was no longer a professional association. I didn't want that to happen to the American Foreign Service Association, and it has not.

**FSJ:** *Maybe we'll return to AFSA later because there's a lot to talk about there. I know that you were deputy chief of mission in Canberra in the mid-1970s. What did you take away from that in terms of mentoring young officers?*

**WCH:** Well, before I went to Canberra, there was an organization in Washington which I don't think exists any more, the Junior Foreign Service Officers Club. As the name suggests, it was a group of mainly first-tour and second-tour diplomats who saw themselves as something of a rival to AFSA.

I spent a lot of time with those guys, and I think I learned a good deal about how to deal with younger people, something I focused on during the rest of my career. I really was very concerned to bring people along.

I remember one disaffected woman who was an entry-



William C. Harrop, center, with President George H.W. Bush and Yitzhak Rabin in Kennebunkport, Maine on July 10, 1992.

level officer in Tel Aviv when I was working there. She was so unhappy and felt so unappreciated that she told me she planned to leave the Foreign Service. So one night my wife and I took her out to dinner and the outdoor opera in Caesarea, and we spent three or four hours talking. She never said she'd changed her mind, but she stayed in the Service. And she recently became an ambassador.

**FSJ:** *That must be very gratifying.*

**WCH:** Yes. It shows why it's so important for experienced people to mentor younger officers. That's one of the great challenges the Foreign Service faces today: It's so young.

After the end of the Cold War, appropriations were way down—something else AFSA fought to fix—and there was a period where no one came into the Foreign Service. Now we have so many FSOs who have been in for less than 10 years that there's a shortage of more experienced folks to work with them.

**FSJ:** *You're no stranger to the challenges associated with working with the Hill. How do you think that the current budget battles will impact the Foreign Service and its effectiveness in its mission overseas?*

**WCH:** Well, I think we may not come out too badly on this in the end. I think there's a recognition by Republicans as well as Democrats of the importance of diplomacy. A big difficulty is that we don't have a personnel "float" like that of the military,

which is really very important. The actual competency of the Foreign Service has declined somewhat in recent years. There's not enough professional training by any means. And Congress is very reluctant to appropriate much money for that.

**FSJ:** *Three of your five ambassadorships were to African countries and came during the Cold War. That must have been a very fascinating time of power politics. How do you think our policies during that era influenced Africa's development?*

**WCH:** When I arrived in Conakry as chief of mission in 1975, I had an office of 15 people. There were 700, I think, in the Chinese mission, and about 1,100 in the Soviet embassy. Both countries were spending a good deal of money in Guinea

and throughout Africa, but the Chinese were there primarily to oppose the Soviets, not us.

The Soviets were building a big refinery for bauxite, which is one of Guinea's biggest resources. The main bauxite company was internationally owned, and because the World Bank had conditioned its support on all transactions being done in hard currency outside the country, President Sékou Touré, a dictator, could not manipulate the money. For their part, the Chinese built a magnificent public palace, which was a huge auditorium and opera house. They did the same thing in other African countries and also built railroads.

Moscow had built the main airport in Conakry, and its huge transport aircraft would fly from the Soviet Union over the Atlantic to survey the NATO fleet and sometimes harass it. Then they would land in Conakry, refuel and get maintenance before flying over to Cuba.

**FSJ:** *Which was a problem for the United States.*

**WCH:** Yes, so without instructions from Washington I really put pressure on Sékou Touré to stop those landings. Because of the complete inefficiency of socialized agriculture, his agriculturally rich little country was starving. So when the time came to negotiate the next round of our PL-480 food support, I made it clear that I was having trouble working out a renewal; no telling how long it would take. Sékou Touré was furious, but he couldn't manage without our food.

**FSJ:** And that did the trick.

**WCH:** Right. He said, "Okay, no more Soviet planes," and they stopped coming. But he also had signs put up which read, in French: "Down with food blackmail!" I don't think anybody else had the slightest idea what that was about, but he knew I knew what it meant.

**FSJ:** Yeah, you got the message. Since you retired from the Foreign Service in 1993, Africa has become the scene for a different kind of power struggle. How do you view the huge Chinese investment in Africa, and what does it mean?

**WCH:** Well, Beijing is keenly aware that Africa will keep growing in importance, because it's both a huge source of raw materials and a huge market. I'm optimistic about the continent's prospects. The proportion of Africans with cell phones has gone up astronomically, and there's growing industrial activity. Despite the dreadful corruption and infrastructure mess in Nigeria, it's still a major economy, as is South Africa. I also think governance will gradually improve throughout the region. So, yes, I'm optimistic about Africa.

**FSJ:** You were the last FSO to serve as State Department inspector general. How has that job changed since then?

**WCH:** The reason I was the final career FSO in the position is simple: Senator Jesse Helms (R-N.C.) hated me and hated the Foreign Service. As he once said on the floor of the Senate, "The Foreign Service is an institution which is downright un-American. It appoints itself, it assigns itself, it promotes itself, and, lo and behold, it even inspects itself." Then he added, "We had best change it." And he proceeded to do just that.

The fellow who replaced me, Sherman Funk, had been inspector general of the Commerce Department; he was also a college classmate of mine, though I didn't know him at the time. But he was very competent, putting more stress on auditing, in combination with inspecting embassies to improve operations.

We've had one or two very weak inspector generals since he left—people appointed as though it were a political patronage job. But overall, they've been pretty good.

**FSJ:** Your next two ambassadorships were in Kenya and Zaire. Did you draw any lessons about democratization from your time in those places?

**WCH:** Maybe one lesson to learn is that our concept of democracy simply may not be applicable everywhere. Yet we keep trying to impose it all over the world. A friend of mine, Mark Palmer, who died in 2013, was obsessed with that long



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# Guided by a Special Image of the Foreign Service

**William C. Harrop delivered these remarks at the 2015 AFSA Awards Ceremony.**

**T**he opening lines of great works in literature and history capture your attention. For example, “Call me Ishmael” from *Moby Dick*. “It was the best of times, it was the worst of times” from *A Tale of Two Cities*. Or “All Gaul is divided into three parts” from Julius Caesar’s history of the Gallic Wars. Or “In a hole in the ground there lived a hobbit” from...well, you can guess.

We Americans quickly identify certain opening lines: “When in the course of human events, it becomes necessary for one people to dissolve the political bonds which have connected them with another...” Or “We the people of the United States, in order to form a more perfect union...” Or “Fourscore and seven years ago, our forefathers brought forth on this continent a new nation...”

I am moved by the first sentence of Charles de Gaulle’s *Mémoires de Guerre*: “Toute ma vie, je me suis fait une certaine idée de la France.” Hard to translate, but maybe: “I have always been guided by a special image of France.”

That is pretty much the way I feel about the Foreign Service of the United States. I served 39 years as a Foreign Service officer. I was chairman of the American Foreign Service Association when it was elected exclusive representative of the Foreign Service. Some of us worried that when we added the responsibilities of a union to AFSA’s vocation as a professional association, the professional side would be crowded out. That had happened to the National Education Association. But AFSA has successfully combined the two missions. In fact, they proved to be complementary.

## True Professionals

Foreign Service professionals develop a deep understanding of the concerns of other nations and, more important, of America’s own international objectives. Fundamental American values and purposes remain largely constant over time. For generations, the Foreign Service has been promoting these enduring values and purposes.

If we imagine the international relations of the United States to be a great ship, the Foreign Service would be its keel. The elected Democratic or Republican administration steers the rudder of foreign policy while the keel contributes stability and continuity—as well as practical expertise.

All modern nations maintain a professional diplomatic service. So has the United States since the Rogers Act of 1924, which was extended by the Foreign Service Acts of 1946 and 1980. Article II, Section 2 of our Constitution provides that the president “shall nominate and, by and with the advice and consent of the Senate, shall appoint ambassadors, other public ministers and consuls.” Section 3 adds, “he shall commission all the officers of the United States.”

Thus, America’s diplomatic service consists of presidentially appointed and commissioned Foreign Service officers. These are reinforced by an increasingly sophisticated and technically expert Foreign Service specialist corps. And the Civil Service provides an essential, knowledgeable backup in Washington.

By law, the Foreign Service is a rank-in-person system, whose members are available worldwide and recruited through rigorous examination. They are promoted on merit through competitive performance evaluation, and are subject to “up or out” provisions modeled on those followed by officers of the United States Navy. Through such provisions, Congress sought to establish an exceptional, professional diplomatic service. Non-career political appointees and Civil Service employees of the State Department and USAID are governed by separate personnel regulations; they are not subject to the legal requirements and disciplines of the Foreign Service.

Yet the Human Resources Bureau of the Department of State has been systematically blurring the distinctions between the two systems, apparently seeking to shape a more egalitarian and homogeneous workforce at home and abroad. This includes an absurd attempt to suppress the title “Foreign Service officer” in favor of the disparaging label “generalist,” and even to avoid public reference to the Foreign Service. This policy negates the intent of Congress. Such institutional disrespect of presidentially appointed and commissioned officers of the United States is unworthy.

When I was on active duty, Foreign Service officers occupied all but a handful of positions dealing with foreign policy in the State Department’s geographic bureaus and over half of those positions in the functional bureaus. Today, 40 percent of the officer positions in the geographic bureaus and 80 percent in the functional bureaus are occupied by civil servants or political appointees. The Foreign Service is being squeezed out of the

policy process in Washington, in direct contravention of the letter and spirit of the Foreign Service Act. In this way, the formulation and administration of foreign policy is denied the benefit of actual diplomatic experience in the field.

In this young century, the United States has already fought two savage, costly and inconclusive wars in Iraq and Afghanistan. We have learned that the United States is not able to impose a new system of government on other peoples by force of arms, nor can our military intervention resolve deep-seated ethnic conflicts in unfamiliar cultures. We must rely more than ever upon diplomacy. So the national interest demands a major effort to better train, improve, prepare and strengthen America's professional diplomatic service—not to downgrade it.

### The U.S. Diplomacy Center

Let me turn to another subject. There are over 400 museums in the United States celebrating the role and achievements of our armed forces—but not one that recognizes what American diplomacy has done for our national security and well-being. That gap is now being filled.

The United States Diplomacy Center, a public-private enterprise of the Department of State and the Diplomacy Center Foundation, is under construction at the 21st Street entrance of this building. More than a museum, it will be a hub of national educational outreach, informing the public about American diplomacy and the Foreign Service. The Diplomacy Center Foundation is now under the capable leadership of Ambassador Ted McNamara, who is well known to most in this room.

I would like to salute the strong support of Secretary John Kerry, who hosted five illustrious predecessors for a ceremonial groundbreaking in September; and also the effective backing of Under Secretary for Management Pat Kennedy, who has been a mainstay of this vision from the outset; and Ambassador Elizabeth Bagley, a most persuasive fundraiser—in fact, a fearsome fundraiser. We could not have succeeded without her.

We anticipate that our host today—the American Foreign Service Association—will administer the docents program for the Diplomacy Center, I hope with the cooperation of DACOR, the Associates of the American Foreign Service Worldwide, the Association for Diplomatic Studies and Training, the American Academy of Diplomacy and the Council of American Ambassadors, many of whose members have contributed generously to the cause.

And now I thank AFSA for the great honor I have received today.



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William C. Harrop and his wife, Ann Delavan, in Meru National Park, Kenya, in October 1981.

after he retired. He worked closely with George Soros, another democracy promoter.

Many of the people in favor of inculcating democracy overseas tend to be neo-conservatives, interestingly enough. I think Paul Wolfowitz and Richard Perle and Dick Cheney are enthusiastic about forcing democracy on other countries. On the other side, you have people like the present national security adviser, Susan Rice, and the present ambassador to the United Nations, Samantha Power, who cite humanitarian grounds to justify using our armed forces to press proper human rights and democracy on other countries.

**FSJ:** *Let's move on to your final assignment as ambassador to Israel. The Middle East was a completely new region for you, wasn't it?*

**WCH:** That's right. It was a surprising appointment; the only Islamic country I'd ever served in was Guinea. But I'd like to believe they saw me as a professional who might be able to handle it. I'm not sure I did all that well there, to be honest. The principal problem that clouds Israel's future is the military occupation, a truly intractable issue.

The U.S. ambassador is important in Israel, though perhaps less so than in most other countries. Much of the work is done in personal telephone calls between the U.S. president or the Secretary of State and the prime minister, so you're often paddling about trying to catch up on what's happening instead of being the one who makes things happen. And, of course, Israel is so much a part of American domestic politics that everything you say and do finds a way into the media at home.

**FSJ:** *Since you retired in 1993, you've stayed very busy. Tell us about some of your main endeavors and what drew you to them.*

**WCH:** I think it's very important to keep active when you retire. A few of the nonprofit boards on which I have served have taken more time than others, such as the Washington Humane Society. I was chairman of Population Services International for a couple of years, and then remained on its board for another 12 or 14.

I was also on the board of the Henry L. Stimson Center, one of the major international relations and security think-tanks in Washington and a very worthwhile enterprise. And then there's the American Academy of Diplomacy. I was head of its program

committee for about eight years, publishing books on diplomacy and organizing conferences around the country.

**FSJ:** *Some of our readers may not be familiar with your involvement with the Nelson B. Delavan Foundation. Can you explain how that operates?*

**WCH:** Nelson B. Delavan, my father-in-law, was a self-made man. He went to Cornell but never finished, because the First World War intervened. He came back from France and studied engineering, but never completed a degree. Instead, he started a machine tool business in his basement; it grew into a company that made precision nozzles for agricultural spray equipment, fuel burners and other equipment. When World War II began, it made nozzles for jet engines, and the company just took off.

When it was sold, after his death, my mother-in-law was persuaded to use a part of the proceeds to start a small foundation in his name. We use it to promote and support institutions we care about, in animal welfare and particularly diplomacy and foreign policy, such as AFSA, AAD, the Association for Diplomatic Studies and Training, and American Diplomacy Publishers.

The Delavan Foundation is modest compared to other such organizations; many of our donations are \$5,000 or less. But we're able to do good in the world, and it's fun.

**FSJ:** *You're also a longtime supporter of the Senior Living Foundation, correct?*

**WCH:** Right, I didn't mention that one. The need there obviously grows each year, but for now the SLF is keeping up with the demand and we feel it does not need significant help from Delavan. The rank and file of the Foreign Service has really come through in terms of donations, plus we've had a few important bequests from former diplomats.

**FSJ:** *And you're also chairman of the U.S. Diplomacy Center Foundation.*

**WCH:** Yes, that's where most of my time has gone during the last four or five years: working to open the United States Diplomacy Center.

**FSJ:** *How is that progressing?*

**WCH:** Pretty well, thanks to excellent, consistent support from Under Secretary for Management Pat Kennedy and most recent Secretaries of State. Hillary Clinton and Madeleine Albright are very positive; Colin Powell, a little less so, maybe, but in favor of it. And James Baker has been a huge supporter.

Henry Kissinger has advised. And we have this remarkable woman, Elizabeth Bagley, a former ambassador who is a gifted fundraiser and has worked hard for the center.

**FSJ:** *Presumably last fall's groundbreaking ceremony mobilized a lot of support for this effort.*

**WCH:** Actually, it didn't result in as many donations as we'd hoped. But we're pushing forward.

**FSJ:** *Great. Let me change course a bit here and ask about the American Academy of Diplomacy's recent report, "American Diplomacy at Risk," which highlights some of the challenges faced by today's diplomatic corps. As an AAD board member, you're no doubt aware that the report itself has incited some controversy, some really interesting discussion. Why is there a sense that the Foreign Service is being downgraded?*

**WCH:** The controversy is not within the Academy. No. Maybe you'd see this as controversy if you are a senior manager of the State Department or are accused of undermining America's professional diplomatic service. The ADAR report is based on hard fact.

Colin Powell set out early on to try to erase the substantial differences between the Foreign Service and Civil Service. He changed the name of the Foreign Service Lounge to Foreign Affairs Lounge and Foreign Service Day to Foreign Affairs Day. Then it gradually took a really extreme form, such as not using the title "Foreign Service officer" anymore. The fact that the title "Foreign Service officer" was established by law in the Foreign Service Act does not seem to deter the department.

This has occurred at the same time as a growing politicization of the State Department, with dramatically more non-career appointees occupying positions traditionally held by Foreign Service officers, both at senior policy-making levels and more junior levels. So the career diplomatic service is playing a declining role in the diplomacy of the United States.

**FSJ:** *So if we could boil it down, what are the main solutions to this problem?*

**WCH:** First, increased investment in professional formation and development of the Foreign Service. As I mentioned before, Foreign Service competence is down because people don't have time or cannot be made available to go through training. And the training that does exist is not what it should be. That's very important.

One reason there isn't a high proportion of career Foreign Service officers in under secretary and assistant secretary posi-

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## I wish we could persuade more members to devote their attention to strengthening and protecting the Foreign Service.

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tions is that the quality of our “bench” has declined. The country needs diplomatic knowledge and experience. The idea that the nation does not have people in these policymaking positions who’ve actually worked diplomacy and dealt with other countries and handled the intricacies of international relations is not rational.

You have to dramatically increase the numbers—the appropriations—so there’s a larger stock of people that you can work with. And then you have to enforce the law. Schedule B and Schedule C appointees, in growing numbers, are supposed to stay only a short time, while there is a need, yet somehow they are sliding into career status.

**FSJ:** *How optimistic are you that the Foreign Service can overcome some of the challenges you describe?*

**WCH:** For starters, it has to relate to society as it is today, including the complexities of globalization, the Internet and social media, and ever-more rapid communications. But the impact of person-to-person diplomacy is still going to be very important. I think our country would suffer badly if the Foreign Service were eviscerated, leaving us vulnerable to the malady (to paraphrase President Dwight Eisenhower) of the military-industrial-congressional complex.

**FSJ:** *What do you mean by that?*

**WCH:** I mean our growing tendency to make the use of force our primary approach to foreign relations. There are many companies like my father-in-law’s that have prospered because of war. Defense spending has become important to our economy, and many members of Congress refuse to allow any military base in their district to be closed—even when it is a plain waste of money—because bases employ constituents.

A good friend of mine, someone I met at my first post, has

a son who rose to the rank of admiral. He retired from the U.S. Navy two years ago, and now has a very profitable job helping Lockheed Martin sell equipment to the Defense Department.

All these trends are a great wheel that never stops turning. It makes it hard for us to get away from the sickness of resolving international problems by military means, although President Obama has tried.

**FSJ:** *Do you still recommend the Foreign Service as a career to young professionals?*

**WCH:** Yes. I also tell them that the best way to prepare for the Foreign Service exam is to read *The Economist* every week cover to cover. But my dear friend and previous recipient of AFSA’s Lifetime Contributions Award, George Landau, did not advise his sons to join the Foreign Service, and they didn’t. He felt it was not the best career move, that it’s tough on families and seemed to be losing influence. And yes, it’s hard for adolescents to break off their friendships and move every few years. But I do think my own four boys benefited from growing up overseas. They all speak French, and two of them use the language in their work.

But I would begin to have misgivings about endorsing it as a career if the current trend continues of equating the Foreign Service with the Civil Service, of replacing professionals with employees who don’t have the background, don’t accept Service discipline, and don’t follow the same rules. Then I think it probably will not be a good career, and young people will not necessarily commit their lives to it. And the United States will suffer: like other modern nations, it needs a competent professional diplomatic service.

**FSJ:** *Any final thoughts you’d like to share?*

**WCH:** Just a real regret that such a small proportion of the Foreign Service pays attention to the structure of the career and to the institution itself. They all are so busy doing their daily jobs, planning their careers and promoting the national interest—very successfully, for the most part—that they don’t pay much attention to the state of their own profession. Just 20 percent of AFSA members voted in the last election, even as their system is eroding around them. So I wish we could persuade more members to devote their attention to strengthening and protecting the Foreign Service.

**FSJ:** *We’ll continue to work at that. Ambassador Harrop, it’s been a pleasure. Thank you very much for your lifelong support of AFSA and the Foreign Service.* ■

# DECONSTRUCTING Dissent

**At heart, dissent is about integrity, speaking up on issues that matter, regardless of whether or not we think we can actually change anything.**

BY AMELIA SHAW

**L**et's just call a spade a spade. Shortly after I got news of receiving the W. Averell Harriman Award for Constructive Dissent, I went running with our consul general at post. I go running a few times a week around a dusty old field in front of the consulate. I find the hot midday sun in Baja California somewhat more pleasing than adjudicating visas in my cubicle. And when the CG has the time, he likes the opportunity to exercise and mentor entry-level officers. "So, not to take away anything from your achievement," he starts, as we round the curve near the carcass of a dead dog. "Sir?" I manage to pant as I trip over the curb. (Our CG is twice my size; my short legs have to move twice as fast to keep up.) "Your article. Well written." He sails over some trash. "But it seemed like too easy a win. Nobody dissents anymore. I wonder if anyone else was even nominated." Now, some people might have taken offense at that. I just took it on the chin. I'll take honesty over platitudes any day.



*Amelia Shaw joined the Foreign Service (public diplomacy cone) in 2014 after careers in journalism and public health. She is currently doing consular work in Tijuana, her first post. She is the 2015 recipient of the W. Averell Harriman Award for Constructive Dissent.*

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## As a former journalist, I was accustomed to questioning the establishment. I soon found that the State Department is different.

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I also happen to think he's right. I was probably one of the few ELOs considered for the award this year. I hear that generally the nomination pool is small. In fact, I hear that sometimes there are no nominees at all.

So I have to ask—where is everybody?

### On Dissent

Surely the dearth of dissent isn't for lack of things to say. Just look at the Sounding Board. The fact that we as an institution even have Constructive Dissent Awards (thanks to AFSA) speaks volumes about our intellectual ethos. So, why don't we speak up?

It's no secret that many officers fear using the Dissent Channel. Let's face it, the consequences to one's career could be dire. Promotions passed over. Maligned corridor reputation. Brazen resignations that achieved—what exactly?

But there are other reasons besides fear. Like complacency. Apathy. Not to mention a culture that in general seems to discourage creative thinking.

Besides, how many dissent papers have ever actually accomplished anything? Did a war get stopped? Did a policy change? Did State change the way it operates because somebody spoke up? Cynics would say a big fat no. It's a big risk to take, for so little measurable reward.

But since I'm new, I didn't really think about those things. I just wanted to write about what I considered unfair requirements for transmitting citizenship for unwed mothers along our land borders. I thought I would write a dissent cable on it. I had no idea how to go about it, so I approached previous dissent award winners for their advice.

I got a lot of responses. One stood out.

"I spent many nights staring at my computer screen before I pressed send," said one officer, remembering the weeks he spent imagining all the ways his career could blow up.

"If I were you," he said, "I probably wouldn't do it." And

then he added, "But if you do do it, try not to sound like such a bleeding namby-pamby." Bam. Another one, right on the chin.

It was my first indication that dissent is not something the State Department takes lightly. In later days, as I approached various senior officers in Mission Mexico, I was aware of how their bodies tensed visibly at the idea of a new officer questioning immigration law, or worse, the Bible of consular policy—the Foreign Affairs Manual. (Wince.)

To me, this was perplexing. As a former journalist, I was accustomed to questioning the establishment. I soon found that the State Department is different. Here, dissenting voices are not received the same way as they would be in, say, the private sector, where out-of-the box thinking is valued because it can lead to innovation and profit. Here, dissenting voices are viewed as suspect, and possibly dangerous.

I also realized that the Dissent Channel is really for officers who have no other recourse. Those who have pulled every lever and bent every ear, to no effect. For them, the Dissent Channel is their last card—the bullet train to the mothership. In the end, I didn't need to use it, because I found a way to dissent from within.

### Working from Within

There are many ways to dissent. Here is what I did.

**1. Choose your battle wisely.** If you're going to speak up, choose your issue carefully. I picked the one that rankled me most at the passport window. The one that felt unfair in my gut. And I knew it wasn't just me. I heard it at lunchtime when other passport officers would do a post-mortem on their adjudications.

That small talk showed me how many officers feel frustrated at how this one particular aspect of immigration law seems to unfairly limit some people's chances to become Americans.

When I mentioned I'd like to speak up somehow, a fellow ELO jumped at the chance to do something and suggested we co-write a cable. And so we did. It was the beginning of everything.

**2. Find a fertile management environment.** We had the fortune to serve under two highly supportive managers. When we approached them, they both nodded their heads and said, "This bothers a lot of people. It could make a good cable."

One passed me a copy of the book *The Dissent Papers* (by Hannah Gurman) and carefully read every draft of our cable that we sent her. The other actively supported our efforts to lobby senior management to take this issue seriously.

And senior management—particularly the CG, who in afternoons around the dirt field would coach me in the art of writing for the State Department—offered maxims like "Never

show your emotion to the State Department,” or “Expect most of what you write to be rewritten by someone else,” or “You have to make your point—without making enemies.”

Their support was quiet, but invaluable. Without it, our efforts would likely have been dead in the water.

And when it looked at one point like the cable might die in clearance, I had their encouragement to write an op-ed for *The Foreign Service Journal*. So that is what I did. I wrote a cable with a colleague for inside communication to the department (with clearances) while simultaneously writing a personal opinion piece (no clearances) for a wider public.

**3. Seek allies and collaborators.** As part of the cable-writing process, we reached out to other border posts in Mission Mexico, to get a sense of their numbers of denials to unwed mothers attempting to transmit citizenship. Not every post responded, but the ones that did supported our position.

They also provided breadth and depth in describing the challenges to adjudicating the physical presence requirements of unwed mothers as a regional issue affecting hundreds, if not

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After decades of silence on this issue, what are the chances that two cables would come from separate border posts in Mexico and Canada on the same day? Our entire ACS section in Tijuana cheered.

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thousands of women each year.

When one considers the length of our land borders with Canada and Mexico, the numbers of unwed U.S. citizen mothers who cannot transmit citizenship due to Section 309(c) of

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the Immigration and Nationality Act over the past few decades is likely in the tens of thousands. This is a serious issue. It merits attention.

In reaching out about our cable, we also got some intel. Apparently, the Bureau of Consular Affairs has been advocating change on this issue for years. In 2014, they sent an action memo to the Bureau of Legal Affairs to find a vehicle for amending Section 309(c)—though it's unclear if anything has come of it yet.

**4. Work within the hierarchy and push for change.** Anyone who has gone through a clearance process knows how painful it can be. I personally thought giving birth was easier.

Our cable took six months to clear, and had a list of clearances that was probably longer than the cable's total readership. Reworking every draft that came was an exercise in patience. At the time, in my inexperienced ELO haste, the edits were excruciating, as entire paragraphs we had agonized over got sliced clean away.

But I've changed my mind about that. Every edit was worth it. When the cable was finally released, it surged out on a wave of momentum, carrying with it the full support of Mission Mexico. As a result, that cable rang out to the department with a clearer, more resounding voice than we could ever have achieved on our own.

Incidentally, two hours after our cable hit the wires, a northern border post from Canada released a cable on the very same issue—on the very same day. A bizarre but timely coincidence. After decades of silence on this issue, what are the chances that two cables would come from separate border posts in Mexico and Canada on the same day? Our entire ACS section in Tijuana cheered. It felt like we had just hit the establishment with a continent-sized one-two punch.

The drafting officer in Toronto later told me that Canada has been pushing for years to change the transmission requirements for unwed moms under INA 309(c). When they heard that Mexico was doing a cable on it, they wanted to be part of the movement.

Me, I couldn't help thinking about chaos theory—how the force of a hurricane can be influenced by a butterfly's wing.

## Get Real

So let's be real. I would probably have more luck at finding Jimmy Hoffa than I would at inducing Congress to amend an obscure part of the INA.

But that's not the point.

About a year ago, I was again rounding that dirty old field

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As one senior officer pointed out to me, we dissent every day—but the difference is whom we dissent to and how far we are willing to go with it.

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and trying to catch up with the CG. Our cable was written, but it was languishing in that no-man's land of clearances with no end in sight.

"It doesn't matter if your cable goes nowhere," he said, looking over the scrub brush to the horizon. I'd been running along, listening to him talk about his career, how hard it is sometimes to get beyond the bureaucracy and feel like anything one does actually has any impact.

"It's really rare to make a change. Sometimes," he said, "it's all you can do to add your voice."

We ran in silence for a few paces, dodged a bit of scrub. And then he added, "No matter what, be proud of this. It's important."

So I can't say I stood up to an unjust war or risked my career to expose some glaring injustice inside the State Department. But I stand next to officers who have. I am deeply honored. And grateful to AFSA, for helping to create a safe space for dissent.

On the face of it, all I did was co-write a cable and submit an article on an issue I felt was unfair. I won an award probably because few other people bother to do this sort of thing.

I'm not belittling the achievement. I am proud that I found a constructive way to take a stand on an issue that matters to me.

But I can't help wondering what the department would look like if there were more of us willing to speak up about issues that matter, large and small, regardless of whether or not we think we can actually change anything. Or as one senior officer pointed out to me, we dissent every day—but the difference is whom we dissent to and how far we are willing to go with it.

At heart, it's a question of integrity. Sometimes just adding your voice is enough. ■

# Clearing the Air

## IN NEW DELHI

**How one FSO used constructive dissent to advance a sensible approach to air pollution in India.**

BY SAMUEL KOTIS

**A**s members of the Foreign Service, we face an inherent tension between the obligation to provide our best analysis and advice in the policy-making process, and our recognition that there will be many times in our careers when we will be asked to carry out policies and actions with which we may personally disagree.

Embedded in that tension are endless variations on how, and to what degree, we should offer a dissenting view, how far to push that dissent, when to accept “defeat” and—conversely—when to push on in the face of objections from those



*Samuel Kotis just concluded an assignment as deputy minister counselor in the economic, environment, science and technology affairs section in New Delhi. He is headed to the U.S. Mission to the International Civil Aviation Organization in Montreal next. Since joining the Foreign*

*Service in 1991, he has also served in Jakarta, Singapore, Tunis, Amman, Budapest, Baghdad and London. He and his wife, Beth, have two children. He is the recipient of AFSA's 2015 William R. Rivkin Award for Constructive Dissent by a mid-level FSO.*

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One of the major daily papers started an air pollution box that included Embassy New Delhi data every day, and the level of discussion among Indians and expats alike continued to rise.

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further up the decision-making food chain and press for a change of approach.

For any individual, how that tension plays out depends on a host of different factors ranging from personal relations with colleagues and supervisors and the frankness with which you feel you can convey your views, to the importance you attach to getting a policy right.

Looking back on the past two years of my work in New Delhi, it has been very satisfying to see the U.S. policy approach I advocated on air pollution move from one of dissent to one of high-level support and action.

I have drawn some lessons from this experience. If you feel you are right on principle, stand up for your view, listen to those who don't agree, find ways to address their concerns, build alliances with those who are likeminded, make sure the facts are on your side and choose your timing wisely. When all those pieces come together, you really can make a difference.

### Identify the Problem and Decide to Speak Up

As anyone who has flown into New Delhi will tell you, one of the first things you notice as you land is a thick cover of smog that envelops the city most days. Those first impressions provide an initial inkling of the scale of New Delhi's—and, more broadly, India's—air pollution problem. Thanks to extensive coverage over the past year by the *New York Times*, other international media outlets and, increasingly, the Indian media; sobering reports from the World Health Organiza-



Samuel Kotis (far left) shows Embassy New Delhi's air quality monitor to U.S. Environmental Protection Agency and Indian government air quality experts during the EPA team's March 3-7 visit to New Delhi. The EPA visit was a direct follow-up to President Barack Obama's January trip to India in which he and Indian Prime Minister Narendra Modi agreed to cooperate on air quality.

tion and other bodies; and an expanding body of research by scientists from a host of eminent universities, we now know that Indian cities suffer from some of the worst levels of air pollution ever recorded. WHO's *Global Burden of Disease 2010* study, released in 2012 and considered the gold standard in global epidemiology, estimated that air pollution is the fifth greatest risk factor for premature death in India, claiming more than 630,000 lives each year.

When I arrived in New Delhi with my family in August 2013 to start our assignment, the U.S. mission—thanks to the hard work of those who had preceded me at post—had already installed five EPA-standard air quality monitors (AQM) at our embassy in New Delhi and at the four U.S. consulates in Mumbai, Kolkata, Chennai and Hyderabad. New Delhi's bad air was already an increasingly distressing issue for many in the embassy community, as well as for many Indians.

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I was told that publishing our data widely was not appropriate and could cause damage to our bilateral relationship.

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The AQM readings, updated hourly, were available to all mission personnel on our intranet system and to family members through a password-protected weblink. The data was disturbing, but I was glad to have it so that my family and I could know the levels of pollution we were experiencing. What's more, the data was available in an easy-to-understand format keyed to the EPA's Air Quality Index and accompanied by EPA-approved health guidance for various levels of pollution.

I was, however, dismayed to learn that no one else had access to this U.S.-generated data, and I began to ask why. It did not make sense that a U.S. mission would not share helpful health information with other U.S. and Indian nationals. As I discussed this with colleagues over lunch or coffee and in any number of spontaneous "bad air" conversations that would come up, I found that many people had a similar view. But most shrugged their shoulders and said, in effect, "good luck."

### Clarify the Benefits of Change

From the start, I was told that senior leadership was opposed to publicizing our air quality data, and that that position was very unlikely to change. I wanted to understand why. The opposition was based on two assumptions: (1) official Indian government air pollution data was already available for anyone who was interested, and thus there was no need to publicize ours; and (2) it is best not to do anything that might generate a negative backlash, as calling attention to India's air pollution might do.

While the first point was technically true—Indian government AQM data was indeed available online—that data was not easy to find, nor easy to understand, nor always accessible (for example, the system frequently went offline for extended periods of time without explanation). The difficulty in locating and understanding the Indian official data alone was sufficient reason for the U.S. mission to change our position and publish our data. It just did not seem right that my family should have access to clear, understandable, reliable U.S.-generated air



Samuel Kotis gives a speech, "The Health and Climate Change Co-Benefits of Action on Air Pollution," at the International Symposium on Combating Climate Change in C40 Mega Cities on Earth Day, April 22, in Kolkata. The conference was organized by U.S. Consulate General Kolkata in collaboration with Kennesaw State University, the South Asian Forum for Environment and India's National Council on Climate Change and Sustainable Development.

COURTESY OF U.S. EMBASSY NEW DELHI

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## Deciding when, how or whether to offer constructive dissent on an issue is a personal decision dependent on the specifics of a given situation.

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pollution data while all others did not.

As for the second assumption: in fact, whether intended or not, our continued public silence about India's very unhealthy air pollution levels sent a message that this was not an important problem worthy of Mission India's effort.

In the first few months of my time here, I had met many Indians who felt strongly that air pollution was an increasingly pressing issue that needed more attention. They acknowledged that they were fighting a steep uphill battle to get others to care about it. As I discussed these issues with them, I became increasingly convinced that, in addition to our obligations to other Americans, making our data public would send a subtle but important signal of support to those within Indian society trying to address the problem.

I hoped that making the data public could help move the issue forward in our bilateral relationship and in India's domestic political discourse, as well. A small, core group of likeminded colleagues in the embassy and in Washington agreed, and we began to coalesce and brainstorm.

My initial efforts to make progress on this issue were not encouraging. I was told that publishing our data widely was not appropriate and could cause damage to our bilateral relationship. My view was that air pollution was an issue that would only get more important over time. Furthermore, upholding our values of transparency and honesty would serve the U.S.-India relationship best in the long run.

### **Create an Alternative Narrative, Nail Down the Facts and Build Alliances**

Between February and May 2014, several things happened that ultimately helped change the nature of the debate.

First, a conference was convened in New Delhi of officials and academics from India and California involved with the

India-California Air Pollution Mitigation Program, an initiative that offered practical, actionable recommendations on ways to improve air quality in an affordable and technically feasible manner. California's experience offered a compelling, positive story of how an American state had overcome significant environmental challenges and had simultaneously grown its economy substantially. It was a story I felt would resonate in India, and it was something I began to stress in discussions on the issue.

Second, a few of us at the embassy met with the Lawrence Berkeley National Labs scientist Dr. Josh Apte, who had been doing research on New Delhi's air pollution for several years. Apte's slide presentation was a concise, powerful, easily digestible summation of the factors contributing to New Delhi's bad air, the health impact it was having on the population, the importance of raising public awareness of the problem and the steps that could be implemented to begin making a difference. Those of us in that first meeting were so impressed that we proposed that he give his presentation to the ambassador and country team.

A few weeks later, Dr. Apte did just that, and its impact was critical. In a short span of time, Ambassador Nancy J. Powell became a supporter of publishing our data, often referring to Apte's briefing as a turning point in her own thinking on the importance of acting on air pollution and how it could fit into our diplomatic engagement with India.

Third, in May WHO released its list of cities suffering high air pollution levels, and New Delhi was identified as the worst in its 1,600-city worldwide database.

### **Timing Is Key**

In June 2014, with the Indian elections behind us, the WHO designation of New Delhi as the most polluted city in the world, and a positive narrative based on the California experience to shape our efforts, all of our senior leadership agreed to make our AQM data available on our public website.

While the initial reaction was subdued (June is a "low" pollution month in New Delhi), air pollution levels spiked in the city by the fall, and the Indian media began to report regularly on the embassy's public numbers, which quickly became a trusted source of reliable information. During the following months, Indian news channels devoted substantial coverage to India's bad air. One of the major daily papers started an air pollution box that included Embassy New Delhi data every day, and the level of discussion among Indians and expats alike continued to rise.

Air pollution is the fifth greatest risk factor for premature death in India, claiming more than 630,000 lives each year.

President Barack Obama and Prime Minister Narendra Modi included cooperation on air pollution in their January 2015 Joint Statement during the president's visit to New Delhi. And, on Feb. 18, Secretary of State John Kerry and EPA Administrator Gina McCarthy signed a State-EPA Joint Agreement to Enhance Post Air Quality Monitoring and Action Overseas globally.

At the Feb. 18 signing ceremony, Administrator McCarthy stated: "We came out of the president's recent trip [to India] knowing that this was an issue of importance to the president, but to India, as well. This would never have happened if it were not for the commitment of the EPA staff, as well as the staff in the embassy [and] at State who understood they had an obligation. And the president talks about this a great deal, about our moral obligation to our children. Well, you folks—Mr. Secretary, your folks—understood that they had an obligation to their embassy staff, and they were going to meet that obligation by moving forward with this commitment."

### Would I Do It Again? Yes.

As noted at the outset, deciding when, how or whether to offer constructive dissent on an issue is a personal decision dependent on the specifics of a given situation. For me, challenging the prevailing status quo on air pollution data sharing was something I felt was important to do and could succeed if we kept at it and addressed the bases of concern.

Seeing the needle move on policy—and, more generally, seeing public awareness of the issue grow—as a result of our work has been among the most satisfying experiences of my Foreign Service career. It is something I am very glad to have done, and I believe I have emerged as a stronger, better officer as a result. ■

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# The Foreign Service Act of 1980 Turns 35

**The Foreign Service Act of 1980 became law in early 1981. A year later, the FSJ asked Congress, State management and AFSA leadership to evaluate its implementation. Here are their responses.**

Probably no president since Grover Cleveland could say, as Jimmy Carter did, that “the reform, simplification and improvement of personnel administration” is “a top priority of my administration.” The president’s passion for the subject produced the Civil Service Reform Act of 1978 and the Foreign Service Act of 1980, which he accurately called “the first comprehensive revision of personnel legislation for the United States Foreign Service in 34 years.”

The 1980 Act aimed, in the words of a Government Accountability Office report, “to provide a Foreign Service characterized by excellence and professionalism, representative of the American people and operated on the basis of merit principles.” It covered seven agencies (two of which no longer exist) and codified in one law authorities scattered in various executive orders and regulations.

The act created the Senior Foreign Service, reduced the number of Foreign Service personnel categories, established a single Foreign Service pay schedule, added new benefits and allowances, authorized a Foreign Service union, set parameters for a grievance system and strengthened congressional oversight by requiring regular reports from the Department of State on affirmative action, professional development, workforce planning, language skills, ambassadorial nominations, operations of the inspector general and other matters.

Some of the act’s injunctions were never fulfilled, and others have lost force with the passage of time. The act intended but failed to create a single, uniform Service across the foreign affairs agencies: an interagency Board of the Foreign Service quickly fell into disuse, and although the agencies negotiated common regulations one by one, they never defined or adopted

the “maximum compatibility” that the act called for.

Necessity, expedience and changing circumstances reversed the simplification of personnel categories, which are many and complex once again. And the act’s statement that “contributions to political campaigns should not be a factor” in ambassadorial appointments was weightless and wishful from the outset.

The Foreign Service Act of 1980 has now been in force longer than either of its 1924 and 1946 predecessors. Could a new act take into account the changes in the Service and its role, and lead to better management and better performance? Perhaps, but without a president intrigued by the problems of administration, a Secretary of State eager for reform and a Congress willing to take on a project with no political payoff, a new act has no realistic prospect of adoption.

Anyone involved with the Foreign Service at the time of its passage knew that the Act of 1980 was a great and transformative accomplishment. But those responsible for carrying it out had different ideas about what was important and how well the work of implementation was going. The three-part article below, reprinted from the May 1982 issue of *The Foreign Service Journal*, presents views from the Hill, from State’s management and from AFSA’s governing board.

The reader in 2015 may feel a tingle of recognition in the following pages and a sense that Ecclesiastes had it right: “There is nothing new under the sun.”

—Harry W. Kopp

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*Harry W. Kopp, an FSO from 1967 to 1985, is the author of Commercial Diplomacy and the National Interest (2004) and, with the late Tony Gillespie, Career Diplomacy: Life and Work in the U.S. Foreign Service (2008). His most recent work, The Voice of the Foreign Service: A History of the American Foreign Service Association, was released by Foreign Service Books on July 13.*



# The View from Congress in 1982: Much Unfinished Business Remains

**T**he Foreign Service Act of 1980 prepared the way for some fundamental changes in the operations of the Service. Some of these changes have already begun to be felt after the first year of the act's implementation, but much unfinished business remains. The main purpose of the act was to develop a Foreign Service structure that could meet the challenges of the next century. To that end, the provisions of the act reflect a philosophy of the Service which, although it may not be understood or shared by some diplomatic personnel, is held by Congress and, one hopes, the majority of the Service.

A number of assumptions underlie this philosophy:

- First, the complex challenges of modern diplomacy and international relations require more flexibility in the use of diplomatic skills and talents.
- Second, the Foreign Service must deal with the fact that almost all governmental activities and many private activities now have international components.
- Third, the unique demands of U.S. foreign policy and the fundamentally different conditions of service required for its conduct demand a specially organized, trained and disciplined group of professionals who are willing to accept burdens and risks unknown to any other professional group.
- Fourth, the Foreign Service cone system must be made more flexible to deal with the new realities of diplomatic operations.
- Fifth, Foreign Service operations need to recognize the recent changes in American family life.
- And, last, regardless of parent agency, members of the Foreign Service must work as a unit when the issue or problem requires it. Fragmentation among agencies in Washington jeopardizes U.S. policies and imperils the country team concept overseas.

The centerpiece of the Foreign Service Act is a group of provisions that reflect these assumptions. If implemented imaginatively, they will produce a dynamic, flexible and effective Service. These provisions include those on career development and training, the Senior Foreign Service, allowances and benefits, and compatibility among the foreign affairs agencies.

## Career Development

Of these, the most vital are contained in Chapter 7, which governs career development, training and orientation, and the operations of the Foreign Service Institute. The institute's new programs will combine core professional training to develop substantive and management skills and expertise, with specialized training in a variety of fields to develop mastery of new areas of foreign policy. The latter should include the areas such as science and technology, energy, multilateral diplomacy, systems analysis, economics and trade, and international communications and information. For Foreign Service personnel whose training in the past has fallen short, the development of functional and management training, including language training, is vital to permit effective career patterns. Meanwhile, to reflect the changes in American society, provisions will be made for orientation, language training and job training to help family members function effectively abroad, whether employed or not.

For the Foreign Service member, the goal of career development should be effective use of his or her expertise. It should prepare that individual for challenges that may not have been anticipated when the career path was chosen. To this end, specialized training at the Foreign Service Institute is helpful and desirable. Equally important, however, are the use of the act's Chapter 5 authorities to assign members of the Service outside their parent agencies or Washington, the creative use of out-of-cone assignments, the use of Chapter 7 authorities that permit training at outside institutions at agency expense and the provision of university degree credit where possible.

One problem with career development, however, is the method of recruitment. Under the present system, the Foreign Service examination does not test for the talents and skills actually used in the Foreign Service. It focuses almost exclusively on analytical skills, without testing for those needed for the technical and managerial positions in the Service. It is easier to take an individual with commercial experience and train him or her for the Foreign Service than it is to train an individual with little or no experience to be a commercial officer. The same holds true for budget and fiscal experts, personnel experts, communications and security officers, and

many others. Indeed, even political officers will need some specialized training if they are to analyze technological trends, communications issues, etc.

Changes should be made to accomplish this type of recruitment. The lateral entry and excursion tour programs should be used more creatively, and more attention should be given to permitting personnel to change career ladders within the Foreign Service and Civil Service systems. To some Foreign Service members, this may sound like heresy, since entry into the Service has traditionally been by examination. Nonetheless, unless the Foreign Service is willing to meet the new challenges of foreign policy creatively, the problems that have plagued the Service in the past will destroy it in the future.

### Senior Foreign Service

Also vital to career development is the use of out-of-cone assignments. If cones are used as straitjackets, to confine an individual's skills and expertise or to restrict groups of senior jobs, the Foreign Service as a whole will be the loser. In a promotion system, competition within cones may be easier to accommodate than competition within ranks without regard to functional categories, but both are now used in the Service. Changing tradition is never easy; but if, as many believe, the survival of the Service depends upon it, changes must be made.

The culmination of successful career development is entry into the Senior Foreign Service. Though the act created the SFS and requires development of substantive and management skills and expertise to help reach it, the criteria for entry into the senior ranks have not yet been developed. This adds to the uncertainty that a new system inherently produces. The act seeks to encourage senior officers to achieve high levels of performance through increased opportunities to serve in positions of high trust and responsibility, increased competition, rapid advancement to the senior ranks and the opportunity for extended service so long as standards of excellence are maintained.

The act conceived of the SFS as a means to ensure that only the most capable individuals are promoted into the higher ranks through the creation of a new, rigorous senior threshold performance review process. Entrance into and promotion and retention within the SFS is intended to be governed by selection boards in the same manner as in the Foreign Service as a whole. Those not promoted would thus receive early warning, giving them time to make other plans. But until the new performance review process is developed, members of the Service have no way of judging whether the Senior Foreign Service will

be the dynamic corps it was envisioned to be.

In addition to an effective career development program, a barometer of the vitality of any institution is its system of rewarding exceptional performance and its ability to support performance of duties. The system of incentives, allowances and benefits provided under the act is intended to provide these rewards and overall support equitably, yet they must be adequately funded and applied within the Service and among the agencies.

### Requirements for "Maximum Compatibility"

Ultimately, all the benefits, employee policies and programs discussed above will be tied together in a united system comprising all five foreign affairs agencies. The act's requirements in Sections 203–205 for maximum compatibility among the administrative agencies of the Service were not only designed to promote efficiency. Implemented effectively, these provisions will promote the flexibility necessary to the work of the Service by removing bureaucratic obstacles. Especially overseas, they will also prevent the fragmentation that hurts implementation of policy.

In the final analysis, only if the Foreign Service's purposes, functions and needs are viewed as a whole, and the necessary changes made imaginatively, will the Foreign Service Act of 1980 pave the way for fundamental changes in the Service and the foreign affairs agencies. For instance, the Foreign Service Institute cannot develop training courses in the absence of a joint management-labor vision of what career development patterns should be. Junior and mid-career development patterns cannot be drawn in the absence of a known model for the character and operation of the Senior Foreign Service.

Finally, the most beautifully designed career pattern is meaningless if the morale of the individual employee is neglected because of an uncertain system of allowances and benefits and the lack of effective and consolidated administration among the Service's parent agencies. The Foreign Service of the next century will only be a dynamic reality when the myriad pieces of the jigsaw puzzle designed by the Foreign Service Act of 1980 are finally fitting together.

—Virginia M. Schlundt

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*In 1982, Virginia M. Schlundt was staff director of the House Committee on Foreign Affairs' Subcommittee on International Operations. She was the principal aide to committee chairman Rep. Dante B. Fascell (D-Fla.), floor manager of the bill that became the Foreign Service Act of 1980.*



# Management's View in 1982: Implementation Is Worth Doing Carefully and Well

**T**he first year's effort in implementing the Foreign Service Act of 1980 has produced a blizzard of draft regulations and personnel actions affecting, directly or indirectly, every member of the Service. It has proven to be a slow and sometimes painful process.

We are convinced, however, that it is worth doing carefully and well, since we are laying the foundations for a house in which we all have to live for some time to come. In fact, implementation has been one of the foreign affairs agencies' principal management concerns during the past year.

We have come a long way since the act took effect on February 15, 1981, and this is nowhere more evident than in the first annual progress report recently filed with the Congress in accordance with Section 2402. Although much remains to be done before we can claim that implementation has been completed, the list of what has been accomplished in the first year is a long one.

The first "Report to Congress on Implementation of the Foreign Service Act" summarizes the basic structural steps which have been taken, underlines the effort to ensure maximum compatibility among the foreign affairs agencies, outlines the transitional actions completed and under way, and projects our anticipated recruitment, attrition and promotion over the next five years. This article draws on that report to summarize the steps already taken.

## Executive Orders and Working Groups

The report notes in its opening section that required presidential actions under the new statute have been taken in four executive orders. Three orders issued in 1980 and 1981 establish the new Foreign Service pay schedule, ensure that existing executive orders conform to provisions of the new act, and implement a number of miscellaneous provisions in the act including establishment of titles and salary levels for the Senior Foreign Service. The final executive order, recently issued, provides for establishment and operation of the Board of the Foreign Service, which under the act transfers to other organizations its previous responsibilities for separation appeals and the resolution of labor-management impasse disputes.

In addition to the new Board of the Foreign Service, several other bodies were created or modified by the 1980 Act. The Board

of Examiners of the Foreign Service, for example, was expanded to include public members with knowledge, experience or training in the fields of testing or equal employment opportunity. The reconstructed board has already held three meetings and submitted its first annual report to the Secretary of State on the Foreign Service examination. Similarly, the Foreign Service Grievance Board has been reconstituted under the revised statutory authority contained in Chapter 11 of the act. Its primary functions continue unchanged, but it has acquired new responsibilities such as hearing appeals in separation cases and in labor-management implementation disputes.

Also in the field of labor-management relations, both the Foreign Service Labor Relations Board and the Foreign Service Impasse Disputes Panel have been constituted within the Federal Labor Relations Authority. The FSLRB has already dealt with one issue referred to it, while two disputes have been submitted to the Impasse Disputes Panel for resolution.

A great deal of time and energy has been devoted to carrying out the Foreign Service Act mandate for maximum compatibility among the foreign affairs agencies—State, AID, ICA [International Communication Agency, the redesigned U.S. Information Agency], Commerce and Agriculture. Preparation of the new act necessitated major revisions in the personnel regulations of all five. Even prior to the effective date on the act, their personnel directors had agreed that implementing regulations would be issued jointly whenever possible, and that an agency would issue separate regulations only when its particular circumstances dictated a different approach. Since that time, the agencies have endeavored to follow this philosophy.

The primary vehicle for accomplishing this purpose has been a series of working groups established to develop common policies and draft regulations on particular topics, such as the Senior Foreign Service or new allowance authorities. There have also been, from time to time, further meetings of the personnel directors and a large volume of informal consultation at all levels. When the process is completed, which will take at least one additional year, we anticipate that a substantially greater proportion of the Foreign Service personnel regulations will be joint among the several agencies than was previously the case.

## Conversions

In addition to building the future structure in terms of organizations and regulations, implementation of the Foreign Service Act has also required close attention to transitional problems immediately affecting a large number of State Department employees. The most urgent of these have involved conversion of members of the Service from one personnel category to another.

These have included conversion to the Senior Foreign Service of senior officers available for worldwide service, if they so request; conversion to the new specialist category (and the accompanying Foreign Service pay schedule) of worldwide available Foreign Service Reserve officers below the senior level and of members of the Foreign Service Staff Corps; conversion to the new Foreign Service schedule of FSOs below the senior level; conversion to the Civil Service personnel system of domestic FSRs, FSRUs, and FSSs [Foreign Service Reserve and Staff categories] not available or needed for worldwide service; and conversion to the appropriate worldwide Foreign Service category of certain individuals from the Civil Service.

Under provisions of the act, this conversion process will in fact require three years to complete, since affected individuals in some categories have up to three years to accomplish conversion. Nevertheless, the conversion process is well under way, and most of those affected by it have in fact been processed into their new personnel status. The Senior Foreign Service, for example, currently has a total of 1,100 members from the five agencies, of whom 703 are on the rolls of the State Department. Only 42 eligible senior FSOs in the department declined conversion and thus retained their previous rank through the three-year transition period.

All members of the Foreign Service, other than senior officers, were switched to the new Foreign Service Schedule for pay purposes in October 1980, and in February 1981 were, in turn, converted automatically (if worldwide available) to the new grade structure and categories.

Under Section 2104 of the act, 471 Foreign Service employees were notified that they were considered to be in domestic status and thus subject to conversion to the Civil Service. Approximately one-fourth of the individuals so notified appealed their designation, seeking to remain in the Foreign Service. About one-fourth of those who appealed, or roughly six percent of the total group, were successful in winning retention in the Foreign Service as a result of the deliberations of the department's Appeals Committee.

Of the balance of those identified for conversion to the Civil Service, approximately 15 percent have already converted to GS or SES appointments, while the remainder are deferring conversion, as the law permits them to do.

## Flow-Through Planning

Finally, the Report to Congress includes five-year projections of attrition, recruitment and promotion. Such projections have been standard management tools in the State Department for some time as an element of flow-through planning, but these have now been made mandatory under the act and must henceforth be included in the department's annual report on implementation.

The purpose of flow-through planning is to ensure that management policies provide for a predictable flow of talent into and through the Foreign Service personnel system. Through this effort, management seeks to balance projected needs and projected employment. To develop the assessment on which this balance is based, both internal and external factors are defined which will influence attrition, recruitment, promotions and other variables. Based on these factors, management can then calculate the number of employees required in each skill group and each class. These calculations result in a set of options used to create yearly management plans which, in turn, are then subject to regular reassessment as conditions change.

The calculations required this year have been made more complex by the introduction of limited career extensions for certain categories of career members of the Foreign Service whose time-in-class is due to expire. The number of such extensions will be determined annually by management to meet Foreign Service needs and to permit predictable promotion flows, and will be granted on the basis of rank ordering by the Selection Boards. Extensions will be used to ensure an appropriate balance between rates of attrition and retention of skilled members of the Service.

Within this balance, we expect that a substantial number of limited career extensions can be granted in 1983—when the first group of members of the Service subject to the new shorter time-in-class will be considered for them—and in subsequent years. When significant annual variations in extension opportunities are anticipated, averages will be employed to ensure, insofar as possible, a regular annual level of mandatory retirement. Detailed regulations covering extensions are among those still remaining to be developed.

—Andrew L. Steigman

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*In 1982, Andrew L. Steigman was deputy assistant secretary of State for personnel. A career Foreign Service officer since 1958, he was ambassador to Gabon from 1975 to 1977. In 1980 he was named director of the Office of Foreign Service Career Development and Assignments.*



# The View from AFSA in 1982: Negotiations Have Been Frustrating and Disappointing

**A**fter three years of consultations, hearings and research, Congress passed the new Foreign Service Act, beginning the long process of implementation. Congress provided new benefits for the men and women of the foreign affairs agencies, but they were provided so that the Foreign Service could be more responsive to the demands made upon it—not simply to add more perquisites to the supposedly already easy life of those who serve their country at missions abroad. Along with these benefits came a reorganization of the Service, including a mechanism to regulate the trade-off between job tenure at the senior levels and promotion opportunities for mid-career junior personnel, the provision of performance pay to circumvent the pay cap for those in the potentially riskier Senior Foreign Service and application of selection out to the Staff Corps.

To those of us in AFSA and, we believe, the congressional committees who worked so hard and so long to produce the best possible law, the act was a package—with new benefits balancing new risks and responsibilities—designed to restructure the Foreign Service in light of modern conditions and needs.

For the association, the last 12 months have been particularly frustrating and disillusioning. A year ago we approached the implementation of the provisions of the act imbued with a sense of accomplishment and a feeling that Congress had recognized the special problems and needs of the Foreign Service and had gone a long way toward meeting them. We felt that the easier and more satisfying part of the job was ahead of us—negotiating the implementation of the legislation intended by Congress to achieve:

- a career Foreign Service characterized by excellence and professionalism, representative of the American people and operated on the basis of merit principles;
- a more efficient, economic and equitable personnel administration and more effective and flexible management;
- mitigation of the special impact of hardships, disruptions and other conditions of service abroad; and

- maximum compatibility among the five foreign affairs agencies.

## Implementation Roadblocks

While there had been—and still is—controversy over certain provisions of the act, no one had disagreed with the basic overall objectives. If the implementation were to go well, the Foreign Service community would be strengthened and the American government and people well served. But the implementation has so far not gone well at all.

From the first day of negotiations, there have been problems.

First, hardly any of the draft regulations implementing the act were in a form ready to be presented to the unions for negotiations. This was at least in part because the new administration wanted to review recent legislation before proceeding.

Second, the foreign affairs agencies themselves seemed to have trouble reaching a common position. All five were headed by new managers who had different ideas of changes they wanted to make in the organizations they were taking over and, therefore, different interpretations of the provisions of the act.

Third, for the new administration, this was the “year of the budget.” Rather than looking at the bill as the package it was intended to be, management has tried to cut costs whenever possible and attempted to negotiate restrictive regulations on the incentive side of the act, which would result in uneven implementation contrary, we believe, to the intent of Congress.

Last, perhaps the biggest problem has been the negotiating process itself. To meet the objective of “maximum compatibility among foreign affairs agencies” a majority of the regulations are joint, requiring five-agency, two-union negotiations (AID, State, ICA, Commerce and Agriculture are the agencies; AFSA represents AID and State, and the American Federation of Government Employees represents ICA). These negotiations are proving to be cumbersome, unbelievably slow and perilously close to unworkable.

While the unions have presented a united front and attempted to be cooperative, it appears that the real difficulty

has been in five agencies reaching an agreed position. Once a position has finally been reached, the tendency is to attempt to ram it down the unions' throats, since the alternative is clearance of any counterproposal through each agency again. While the chief negotiators for AFSA and AFGE have wide authority, the lack of authority of the management team has greatly handicapped these negotiations.

### Agency Disarray

The unions, however, don't have such a problem. The State and AID negotiators are members of the AFSA Governing Board. AFGE's negotiator is the president of AFGE Local 1812. The union decision-makers are there. They get along, they have their instructions, they know what they want. They can usually formulate counterproposals swiftly—the record so far is 10 minutes. In short, the unions' representatives are ready to negotiate and expect the same from the other side of the table. With a few exceptions, these expectations have not been met. Even to formulate a common initial position seems to take the five agencies an inordinate amount of time.



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For example, a year after the act became effective, the agencies were still arguing about “incentive pay” and what proposal should be submitted for negotiation. AFSA and AFGE submitted a joint proposal to try to force the subject to the bargaining table. So far, no luck. The unions could file an unfair labor practice charge, but this would delay things another few months. We have only recently received management's proposed Standardized Regulations on Special Incentive Differential. These define the limits under which the implementing regulations can be negotiated. The standardized regulations themselves are not negotiable, and on SID and “danger pay” management has used this non-negotiability to restrict severely the benefits that are negotiable. In other words, the intent of the act has been unilaterally interpreted by management in a manner that gives us much less than we feel was intended by Congress.

“Advance of pay” is another example. AFSA is not stupid! We don't like irate members; we want to get needed benefits as soon as possible. But at what price? We had submitted proposal after proposal on advance of pay. When agreement could not be reached, we tried mediation. We sat in one room trying to find a formula everyone could buy while management sat in another room saying no to each proposal. The issue had to go to the Federal Labor Relations Authority's Foreign Service Impasse Disputes Panel. Why? Basically because the management of one of the agencies was afraid employees would “misuse” this benefit Congress wanted the Foreign Service to have. Finally, the impasse panel recommended that AFSA's recommendation be accepted. Management agreed, and the new regulations should be out by the time you read this.

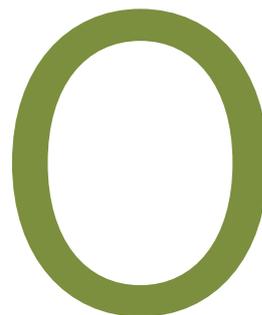
The association has been told that these five-agency, two-union negotiations are unique in federal labor-management history. We sincerely hope no one else is subjected to this process. Soon Congress will be holding hearings on the progress of the implementation of the Foreign Service Act, and the association will testify. It will be interesting to hear how Congress feels about this unique negotiating procedure, which has frustrated the substantive goal of achieving improved regulations in a timely fashion. AFSA's chief negotiator has described the last year as not only frustrating but disappointing. And we are beginning to fear that far from achieving the healthy and efficient compatibility among the agencies that is called for in the act, we are ending up in many cases with a sort of lowest-common-denominator blandness that offends no one, changes little and is principally cosmetic in nature. ■

—The 1982 AFSA Governing Board

# Going Back to Work: A Step-by-Step Guide for Foreign Service Spouses

**One of the great challenges of Foreign Service life is how an FS spouse can maintain or develop a career. Here are some practical tips.**

BY ANNA SPARKS



Of the myriad changes that moving with the Foreign Service causes, FS spouses are most often startled by having to give up their careers. Some spouses have the opportunity to telework—if you do, don't let it go! The rest of us are catapulted into a new country, culture and, sometimes, language, unaware of

how the local job market works. We may feel that the skills and certifications or licenses that we have will be worthless in our new home.

Because of the incredible upheaval and transition that moving to a new country implies for us and our families, many make the decision to stay out of the workforce for a time—to raise children, to explore the new country we are living in and to give our time to other pursuits. Sometimes we don't actually have a choice. According to a 2008 study by the Permits



*Anna Sparks is a career coach and Foreign Service family member who helps expats find the job of their dreams. She's lived in six countries in the last 15 years and worked in all of them. Sparks currently lives in Quito, Ecuador.*

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## After you have determined why you moved overseas, figure out how you are going to tell employers about it.

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Foundation, only 35 percent of expat spouses across sectors (e.g., diplomatic service, private sector, nonprofit sector) are working, and three-quarters of those not working want to be working.

Regardless of the reason you've been out of the workforce, you probably wonder, "What do I do when I want to go back?" Getting ready to go back to work can be tough on your self-confidence and overwhelming. But if you follow the steps outlined here, you will be on your way to your next job in no time.

### Seven Steps to Your Next Job

**1. Own it.** You moved overseas. Maybe you wanted your children to learn a foreign language, were seeking adventure, decided to put your spouse's career ahead of yours for a time or chose to spend time with your children. Figure out what your reason was. A lot of us feel swept up into this life, and that we have not necessarily been the one to make the decision. But you did do it, so define for yourself the reasons.

It's easy—really, really easy—to say that the reason you are overseas is because "someone made me do it" (like your spouse). But that is not a good reason to share with prospective employers. They will be offering the job to you, not your spouse or partner, so change your perspective and make a conscious decision to focus on why it has been good for you.

If you are having trouble with this, write down the list of reasons you like living overseas. One of these may resonate with you as the reason you moved overseas in the first place or why you have stayed.

After you have determined why you moved overseas, figure out how you are going to tell employers about it. Many employers do not appreciate, "I took time off to raise my kids." Instead, focus on the activities that you were engaged in that may be beneficial or interesting to your future employer. For example, "My husband's job led us overseas. During this time, I have learned a foreign language and sought to give back to the com-

munity through fundraising for a local orphanage."

**2. Take an inventory of your experience.** What have you accomplished while you've been out of the workforce? Reflecting on this question is important for two reasons. First, you want to know what you have to offer potential employers. Second, realizing where you have invested your time and understanding what you have enjoyed could help you broaden your scope. Many spouses who work or volunteer in a new field overseas because they cannot work in their field end up finding something they like better. A big move is often a great opportunity to make a career change.

**3. Explore.** What jobs are available? How well do these jobs pay? What skills and experience are the employers seeking? If you are not satisfied with the employment options you are finding, consider expanding your search by looking for overlap between your chosen field and the unique experiences you have had while overseas. For example, if you worked in corporate accounting prior to living overseas, you could transition to accounting work for a nonprofit that provides grants to the country in which you have experience. Jobs can also be stepping stones; don't think of your first job back in the workforce as the last job you'll ever have, but rather as a step in the direction you'd like to go.

**4. Beef up your skills.** Based on your explorations (Step 3), it may be appropriate now to invest your time and money in improving skills that you already have or in learning something new. This is especially important for people who have been far removed from their field for an extended period of time. Try not to disconnect completely from your field or your network while overseas.

Depending on your field and how long you've been out of it, you may need to learn new software programs, brush up your tech skills (social media or otherwise) or take an online class to get up-to-date on the latest methods and theories. The State Department's Family Liaison Office offers Professional Development Fellowships that provide financial assistance to spouses and partners to maintain, enhance or develop their professional skills.

After being out of work for a time, it's completely normal for your confidence in your abilities to wane. Try volunteering to remind yourself what you are really good at. For example, if you had worked in finance, you may consider donating time weekly to a nonprofit to reintegrate into the workforce and practice your skills before it's time to use them in a paid position. Another option is to try to take an eligible family member position at your post, if available, even if it is not in your field.

This will give you the opportunity to get back into the work force, put a position on your resume and accrue government service time—which could help you eventually get another job with the U.S. government somewhere else.

**5. Get your resume in order.** Now that you’ve signed up for an online class or begun your own self-guided learning, you are ready to put Steps 2, 3 and 4 together to revamp your resume.

You can add volunteer positions, part-time positions or any consulting work that you may have done under “Professional Experience.” Include any classes or training you took under “Education.”

Your resume should be tailored to the type of job you are trying to get. For example, if you are applying to positions in marketing, do not include experience that has no connection with marketing—such as volunteering to cook at an orphanage—under “Professional Experience.” You can include it under “Volunteer Experience” or “Additional Skills” if you have a section like that.

Do not include a trumped-up name for mom or dad like “house manager” or for another major responsibility you had within your own home. If it looks bogus to you, it will look bogus to employers. I am a parent, too, and I know that that job is important, incredibly difficult and challenges you in ways you never thought imaginable (e.g., keeping cool when a 2-year-old is throwing a fit in the middle of the park about not being able to eat candy at 8 a.m., anyone?). But the fact of the matter is that parenting is not something employers want to see on a resume.

You should add a “Key Skills” or “Key Qualifications” section at the very top of your resume where you list the important traits about yourself that you would like future employers to know. Keep this section limited to job qualifications, not your personality traits.

The best place to mention the reason there is a hole in your resume is in your cover letter. This way the employer knows that there is a legitimate reason you were not working for a few years.

If you are having trouble figuring out how to update your resume effectively, there’s help! Luckily for us Foreign Service spouses, the State Department offers the Global Employment Initiative. Global employment advisers (based regionally) provide job coaching sessions, training workshops and career development services at no cost to family members. They support family members who want to work for the U.S. government or on the local economy and also those who want to start their own businesses.

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## Try not to disconnect completely from your field or your network while overseas.

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**6. Begin actively networking.** Now that you’ve got your up-to-date resume in hand, it’s time to network. The ideal time to do this is about a year before you want to be back at work. You won’t sound desperate (because you have some time before you have to get a job), and you can begin to put your feelers out. Start this process by talking to people you have not connected with in a while, and put some time into creating a network on LinkedIn—especially if you are in a field where you anticipate working with recruiters.

According to *Forbes*, networking is the number one way to get a job. Networking is even more important for an expat returning to work. People who know you will be able to vouch for you and your past performance. Ensure that those people know you are returning to the job market and will be looking for work. Sending out hundreds of resumes, especially if you have a gap in your resume, is much less likely to yield an interview. Maintaining professional connections while overseas is a challenge but definitely more than worth it when it comes to reentering the workforce.

**7. Think about your salary expectations.** By this stage, you probably know how much your potential positions pay. Some people have probably told you that you should be ready for a pay cut if you’ve been out of the workforce for a few years or more. For some fields, this is definitely true, but it doesn’t always have to be the case. There are a few options you can consider if taking a pay cut from what you made prior to moving overseas doesn’t sit well with you.

*Option A:* Look at smaller companies that may value your experience of having lived overseas. Working for a big company will probably (not always) mean a pay cut, but working for a smaller company that does not get as many applicants and focuses particularly on a market that you have experience with could be to your advantage.

*Option B:* Consider working for yourself either in the field you worked in before or in something completely different. Depending on your field, you may be able to work as a consul-

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The best place to mention the reason there is a hole in your resume is in your cover letter.

---

tant or start your own company. You have control of your situation, and this can be an especially great option if you plan to move frequently. Work can be done over the phone and online, so you can manage clients in multiple countries regardless of where you live.

If you've walked through these seven steps, you should be in a better position to begin your job search in earnest. For those of you who are reading this article prior to going overseas or still have a few years until you will be reentering the work-

force, I have a few additional tips from people who have been in your shoes.

### If You Have Some Lead Time...

**Keep working, if you can.** If there is any way for you to keep working, even if it is part-time, do it. If you can't do that, consider working for yourself and starting your own business that you can operate while you are overseas. And, as I already mentioned, don't pass up the opportunity to transform your current position into a telework opportunity, unless you really hate what you are doing.

**Keep improving yourself.** Study a language, take online classes or continue using the skills related to your profession in a volunteer capacity. (See, for example, *U.S. News & World Report's* "Best Online Programs," or check out EFM Laurie Pickard's website, *No Pay MBA*, for ideas on how to take classes for free.) Remember the fictional woman who donated her time as a cook at an orphanage? If she's a chef by profession, that's perfect. If she is in marketing, she should try to volunteer her time by designing a website or brochure for the orphanage or perhaps helping with a fundraising event. The skills she employs or learns through this work are more applicable to her future in marketing.

**Stay connected to your profession.** Don't fall out of touch with your field by losing contact with your colleagues. Stay connected as well as you can. Also, consider joining a professional association in your field and read journals related to your field to keep up-to-date on new developments. For example, if you are a lawyer and you know you will not be practicing law while overseas, join the American Bar Association and read their monthly journal. That way, when you are ready to go back to work you won't feel as if you've missed out on the last couple of years.

**Don't let licenses or certifications lapse.** When you are overseas, it's a challenge to figure out how to meet all the requirements to maintain licenses or certifications you may have. It's worth it to figure this out. Maintaining a license while you are overseas puts you in a much better position to jump back into your field when you return.

Being an expat spouse is hard, awesome, frustrating and incomparable to anything else—sometimes all at the same time. Most all of us emerge from this experience stronger and more understanding people. Don't hide that when you are ready to go back to work. You've got something incredibly valuable to offer to any field. ■

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## New AFSA Governing Board Sworn In



AFSA President Ambassador Barbara Stephenson takes the oath of office in front of other members of the 2015-2017 AFSA Governing Board. In back, from left: Retiree Vice President Tom Boyatt, Sam Thielman, Eric Geelan, Dean Haas, Patricia Butenis, John Dinkelman, State VP Angie Bryan, Lawrence Casselle, Philip Laidlaw and Peter Neisuler.

On July 15, incoming officers and representatives of the 2015-2017 American Foreign Service Association Governing Board gathered at AFSA headquarters for a swearing-in ceremony and a luncheon with the 183rd A-100 class.

The new board marked the occasion by taking an oath of office before officially assuming its responsibilities (see sidebar on p. 74). For AFSA President Barbara Stephenson, the oath captures both AFSA's maturing as an organization and the board's commitment to govern transparently and accountably for the benefit of members and the Foreign Service.

Stephenson expressed her pleasure that one of the

board's very first acts was to welcome the newest A-100 class to AFSA headquarters, as it signaled the importance of ensuring the Foreign Service remains a strong, healthy organization for future generations of Foreign Service professionals.

"I cannot think of a better way to spend our first hours in office than welcoming the 183rd A-100 class," Stephenson wrote on AFSA's Facebook wall after the event. "Talking to these smart, sophisticated, spirited new officers reminded me how important it is that we succeed at our central task of ensuring a healthy, attractive career path for the decades to come."

In her welcoming remarks, the new president signaled the intentions of the Governing Board to leave the Foreign Service stronger than they found it. For Stephenson, that means ensuring the Foreign Service is fit for purpose: that purpose, she made clear, is to lead America's foreign policy.

"That's what the Foreign Service is all about. And we can do that only if we are able to attract and retain America's very best talent."

Stephenson concluded by pledging to do her best, as AFSA president, to help the incoming class grow into professionals who can lead America's foreign policy

*Continued on page 74*

## CALENDAR

September 2  
12-2 p.m.

**AFSA Governing Board Meeting**

September 2  
3-4:30 p.m.

**9th Annual Adair Lecture at American University featuring Ambassador (ret.) Johnny Young**

September 7

**Labor Day: AFSA Offices Closed**

September 27-October 2  
**AFSA Road Scholar Program Chautauque, N.Y.**

October 7  
12-2 p.m.

**AFSA Governing Board Meeting**

October 8  
2-3:30 p.m.

**Benefits Speaker Series: Retirement Planning (TBC)**

October 9-19

**AAFSW's Art & BookFair State Department Exhibit Hall**

October 12

**Columbus Day: AFSA Offices Closed**

October 18-22

**AFSA Road Scholar Program Washington, D.C.**

November 11

**Veterans Day: AFSA Offices Closed**

November 15-19

**AFSA Road Scholar Program Washington, D.C.**

November 19

**AFSA Second Annual Book Market**



## STATE VP VOICE | BY ANGIE BRYAN

Views and opinions expressed in this column are solely those of the AFSA State VP. Contact: BryanA@state.gov | (202) 647-8160



## FCS VP VOICE | BY STEVE MORRISON

Views and opinions expressed in this column are solely those of the AFSA FCS VP. Contact: steve.morrison@trade.gov | (202) 482-9088

# Wanted: Your Solutions to Foreign Service Challenges

**We're eager to hear what you have to say and how you think the department might best mitigate a problem.**

As some of you may remember from the "Strong Diplomacy" campaign during the AFSA Governing Board election, my most recent assignment was as an assessor (for both generalists and specialists) with the Board of Examiners.

I was so impressed by the caliber of the people joining the Service that I began to feel a sense of personal responsibility to leave them with the best Foreign Service possible—one they would be proud to call home not just for the next 10 or so years, but for an entire career filled with personally and professionally rewarding experiences.

As AFSA State vice president, I have the opportunity to delve into the full range of issues affecting our membership, including allowances and benefits, work-life balance, legal rights, career development and assignments, and more.

Although I've been on the job for only a few weeks, I've already learned that, in many instances, it is our members in the field who bring new developments to our attention and let us know how department policies are affecting them. This

feedback is critical to our ability to raise issues with management and to try to work out the kinks in a way that protects our members' interests.

What's really exciting, though, is when members write to us with actual proposed solutions to specific challenges. We're eager to hear what you have to say and how you think the department might best mitigate a problem. Chances are, if you're dealing with a difficult situation, so are some of your colleagues elsewhere in the world.

I'm also interested in hearing what topics you'd like to read about in more depth in future issues of this column. This column is an opportunity for me to go into detail about non-time-sensitive issues of interest to our members, and I'd like to tailor its content to be as relevant and useful as possible.

AFSA often describes itself as "the voice of the Foreign Service," but we can't speak for our members if they don't let us know what's on their minds. I look forward to hearing from you at BryanA@state.gov. ■

# Zeroing Out U.S. Trade Promotion

**The Commercial Service and its parent agencies contribute significantly to U.S. exports.**

Our agency is once again on the chopping block; this time, its very survival is at stake.

Back in March, the Republican House and Senate leadership struck a deal, as part of the 2016 budget resolution, to cut \$5.5 billion dollars from the federal budget over 10 years. All taxpayers should applaud this valiant effort to get federal spending under control.

But lost in the zeal to balance the budget was a proposal, under the heading "Eliminating Corporate Welfare," to zero out the trade promotion activities of the International Trade Administration—including the Commercial Service—thereby saving roughly \$400 million per year.

It can be argued that more work needs to be done to quantify the Commercial Service's contribution to the U.S. economy, but that is poor reason to throw the baby out with the bathwater.

The Commercial Service and its parent agencies, Global Markets and the International Trade Administration, contribute significantly to U.S. exports, which hit a record high for the fifth straight year last year, reaching \$2.34 trillion and supporting 11.7

million American jobs.

Those exports are key sources of income to more than 300,000 U.S. companies, 98 percent of which are small or medium-sized businesses.

With nearly 95 percent of the world's consumers living outside the United States and only a small, but growing, fraction of U.S. companies involved in exporting, now is not the time to cut back.

That is why talk of eliminating trade promotion and the Commercial Service is so frustrating. We've only now—with our third straight new FCS officer class in June—set out to restore hiring to levels before 2007, when our officer corps dropped to an historic low of 228.

If rumors of a government-wide shutdown or elimination of trade promotion and the Commercial Service are true, we might as well go back to the days of merchant ships sailing on dark, uncharted seas as is so aptly depicted on the emblem of the U.S. Department of Commerce.

Extinguish the lighthouse beacon our overseas offices and officers represent? Rough seas and rocky shores ahead! ■



Views and opinions expressed in this column are solely those of the AFSA Retiree VP. Contact: tboyatt@gmail.com | (703) 759-6658

## Getting Started

Let me begin by thanking all retired members who voted in the election, and especially those who supported me. I would also like to thank my opponents for their positive and issue-oriented campaigns. Larry Cohen and Charlie Ray have contributed much to AFSA in the past and will continue to do so.

I see my responsibilities as supporting you for the next two years in three dimensions: retail, wholesale and existential. By retail, I mean the individual bureaucratic difficulties that inevitably occur in retirement administration. Let me give you an instructive personal example.

My wife and I have a child disabled since birth by cerebral palsy. In 2004, I filed for

a certificate of incapacity from the Office of Medical Services so that Catherine could remain under our government health insurance policy for her lifetime, as the law provides.

Initially, Catherine was granted such a certificate, the coverage of which was limited to two years. I immediately appealed on the basis that cerebral palsy is a permanent condition and the certificate of incapacity should, likewise, be permanent. It was granted.

This past summer, the director of the Retirement Office, John Naland, who has been extraordinarily helpful and supportive of all of us in that position, called to say that Catherine's certificate of incapacity had expired in

### I see my responsibilities as supporting you for the next two years in three dimensions: retail, wholesale and existential.

2006, and that I needed to obtain a permanent certificate.

I had an instant vision of my future widow being presented with a huge bill for insurance improperly paid by the government and Catherine being tossed out of our Foreign Service Benefit Plan. I rushed to my files, quickly found the hard copy of the permanent certificate of incapacity and forwarded a copy to John, who ensured that it was placed in my electronic retirement record.

The lessons of this vignette are:

- Keep hard paper copies of all important documents—life insurance designations, certificates of incapacity and the like.

- The transition in the last 10 years from paper to electronic records has inevitably led to some mistakes. When you retire, make sure that the electronic record is accurate.

- The retirement process itself is a fragile time. Pay particular attention to all details—especially the financial and legacy matters that have an impact on you and your family in retirement and beyond.

If, in spite of your and the system's best efforts, post-retirement problems emerge, AFSA has two staff retirement counselors, four retiree representatives and myself. We are all ready to assist in any way we can.

I am confident that we will be successful in most of the matters with which we deal. However, not all problems are soluble. If we hit a brick wall, we will inform you of the efforts we have made and the reasons we cannot "win the case." We may not win them all, but we will certainly fight them all.

In subsequent columns, I will be discussing with you the wholesale (defense of statutory benefits) and existential (defense of the Foreign Service) dimensions of our portfolio. Challenges in these areas are the severest I have seen in 50 years of AFSA involvement.

There is much to do; let's get started. We are in this together. ■

## Growing FCS Ranks



AFSA/MARIA C. LIVINGSTON

Marixell Garcia (left) and Clint Brewer, members of the largest-ever incoming class of Foreign Commercial Service officers, sign up for AFSA membership during a welcome luncheon at AFSA headquarters on June 8.

## AFSA-State Agree on Capping Linked Assignments

On July 13, the American Foreign Service Association and the Department of State signed a memorandum of understanding (MOU) regarding linked assignments as an incentive for Priority Staffing Posts in the 2016 bidding cycle. Countries on the PSP list are Afghanistan, Iraq, Libya, Pakistan and Yemen.

The MOU caps linked assignments at 140, a 12.5 percent decrease from the previous bidding cycle, and

limits the number of links to 70 for FS-2 positions and above.

In addition, the MOU states that the department will support bureau decisions to decline a link when the bureau can demonstrate that the requestor is not qualified for the job; agrees to explore ways to increase the pool of bidders on PSP positions and discuss the modalities of a gradual phaseout of the PSP-linked incentive; and requires the department to track the

**“While the linked onward assignment is a compelling reason to do a PSP, it is not fair to bidders living and working at 25-percent hardship posts.”**

**—Survey Respondent**

number of linked assignments registered and the number of those not granted.

Should the 140 linked assignments be filled by Dec. 15, 2015, the MOU raises the threshold to no more than 160. The agreement further stipulates that, if the ratio of total positions to staffing at any PSP expands by more than 10 percent, negotiations can be reopened to consider additional links for that specific post.

The MOU was based on the results of a joint survey conducted by AFSA and the department in May 2015. More than 6,800 career Foreign Service employees completed the survey, a response rate of 53 percent.

More than 60 percent of respondents with no PSP experience indicated that linked assignments were among the most influential incentives to bid on PSP positions. And 25 percent of all respondents believe that linked assignments remain necessary to staff the most difficult-to-fill PSP positions.

In contrast, 18 percent of respondents view linked assignments as detrimental to the assignments process. And 52 percent of the free-

form comments supported reforming the linked assignments incentive, while 27 percent supported its complete elimination.

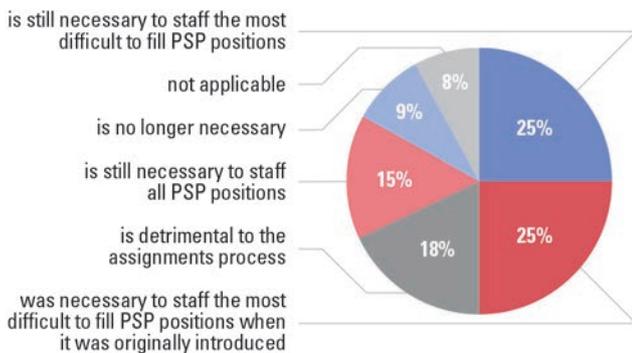
The majority of respondents expressed concerns about the linked assignments process in its pre-MOU form. As one respondent noted: “While the linked onward assignment is a compelling reason to do a PSP post [sic], it is not fair to bidders living and working at 25-percent hardship posts. There are far fewer assignments to bid on for the rest of the FSOs competing for jobs.”

Many respondents echoed this viewpoint, indicating that linked assignments often allowed for less-qualified officers to obtain the most desired posts. The primary recommendations repeated throughout the survey responses were to reduce the number of linked assignments and to implement a method to ensure that linked assignments are granted only to qualified bidders.

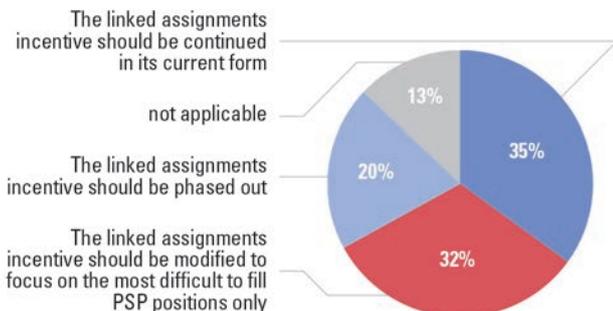
The July 2015 MOU aims to fulfill both of those recommendations. ■

**—Noor Shah,**  
*Labor Management Intern*

### The linked assignments incentive...



### What changes, if any, should be made to the linked assignments incentive?



Source: 2015 Priority Staffing Posts Incentive Survey

## 2015 AFSA Lifetime, Performance and Dissent Awards



The 2015 AFSA award recipients with Deputy Secretary of State Antony Blinken. Back row, from left: Alexei Trofim (Guess Award), Thomas Duffy (Herter Award), Samuel Kotis (Rivkin Award), Amb. William Harrop (Lifetime Contributions to American Diplomacy Award), Blinken, Amb. Andrew Winter (Contributions to AFSA Award), Andrew Young (Palmer Award) and Rodney Ford (accepted the Delavan Award on behalf of Julia Harrison). Front row, from left: Melissa Fraser (accepted the AFSA Post Representative of the Year Award on behalf of Charlee Doom), Megan Gallardo (accepted the Harris Award on behalf of Jeffrey Bing), Amelia Shaw (Harriman Award) and Mary Beth Bechtel (Bohlen Award).

On June 9, approximately 300 people gathered in the Benjamin Franklin Diplomatic Reception Room of the Department of State to celebrate the recipients of the American Foreign Service Association's 2015 awards for constructive dissent, exemplary performance and lifetime contributions to diplomacy.

Then-AFSA President Robert J. Silverman opened the ceremony to a distinguished audience, including eight past winners of the Lifetime Contributions to American Diplomacy Award and numerous State Department principals.

Eleven awards, one of them new in 2015, honored members of the Foreign

Service community.

Deputy Secretary of State Antony Blinken presented this year's LCAD Award to **Ambassador William C. Harrop** for his 39-year Foreign Service career, his dedication as the chairman of AFSA from 1972 to 1974 and his commitment in retirement to advancing diplomacy.

In his remarks, Deputy Secretary Blinken praised Amb. Harrop for his admirable record of service: "From helping to resettle refugees after World War II to seeding the roots of democracy in Kenya and navigating the complexities of the Middle East, Amb. Harrop served with distinction at pivotal moments in history."

Amb. Harrop, the Deputy

Secretary said, is one of "a few very good men and women who leave an indelible impression not just on what we [as the Foreign Service] do, but on who we are."

Amb. Harrop has been

a strong advocate of the Foreign Service in retirement, serving on the boards of the American Academy of Diplomacy, the Senior Living Foundation of the American Foreign Service, American



Lifetime Contribution to American Diplomacy Award recipient Amb. Harrop calls for improved training to prepare America's diplomats to face today's challenges.



AFSA/JOAQUIN SOSA

Office Management Specialist Coordinator Teresa Holtzman presents the Nelson B. Delavan Award to OMS Julia Harrison.

Diplomacy Publishers, Population Services International and the Henry L. Stimson Center.

As president and chair of the Diplomacy Center Foundation, he is leading efforts to construct an interactive museum that will highlight the unique and crucial role of diplomacy in America's past, present and future.

In accepting the award, the five-time ambassador emphasized the Service's unique role in and rich his-

tory of promoting America's values and objectives. "If we imagine the international relations of the United States to be a great ship, the Foreign Service would be its keel. The elected Democratic or Republican administration steers the rudder of foreign policy while the keel contributes stability and continuity—as well as practical expertise." Please see page 22 for an interview with Ambassador Harrop.

### Exemplary Performance Awards

The first honor, the Avis Bohlen Award, was presented by Ambassador Avis T. Bohlen (daughter of the award's namesake) to **Mary Beth Bechtel** of Embassy Bamako.

This performance award, made possible by the Una Chapman Cox Foundation, honors an FS family member whose relations with both American and foreign communities at post have advanced U.S. foreign policy goals.

Bechtel received the award for her commitment to advancing special needs education in the Eastern Province of Saudi Arabia, a project she initiated during her husband's posting in Dhahran. Bechtel's profile is on page 68.

Rodney Ford accepted the Nelson B. Delavan Award, presented by Office Management Specialist Coordinator Teresa Holtzman, on behalf of **Julia Harrison** of Consulate General Erbil. This award is made possible by the Nelson B. Delavan Foundation and recognizes an office

management specialist for extraordinary contributions to effectiveness and morale at post.

After the threat of a terrorist takeover of the city prompted the drawdown of staff in Erbil, Harrison took on the duties of community liaison officer (CLO), in addition to her own, to boost morale among remaining personnel in this critical hardship post. Harrison's profile is on page 66.

Jon Clements, CEO and chair of Clements Worldwide, presented the M. Juanita Guess Award (named for his mother) to **Alexei Trofim** of Embassy Dushanbe. This award, created and sponsored by Clements Worldwide, celebrates a CLO whose dedication, creativity and energy has improved morale and quality of life at post.

Trofim compensated for limited recreational opportunities in Dushanbe by organizing a rich lineup of activities bringing American and local staff together to get out and explore Tajikistan's natural



AFSA/JOAQUIN SOSA

Members of AFSA's 2013-2015 Governing Board are recognized at the ceremony.



AFSA/JOAQUIN SOSA

Dr. Sushma Palmer presents the first-ever Mark Palmer Award for the Advancement of Democracy to FSO Andrew Young.



AFSA Treasurer Amb. Charles Ford presents the Contributions to AFSA Award to Amb. Winter, who served as AFSA's treasurer for eight years.



The Honorable Robert S. Rivkin presents the William R. Rivkin Award to FSO Samuel Kotis.

beauty. Trofim's profile is on page 67.

Dr. Sushma Palmer presented the new Mark Palmer Award to **Andrew Young** of Embassy Bamako. She created this accolade in honor of her late husband, Amb. Mark Palmer, who devoted his career to placing democracy promotion at the forefront of U.S. foreign policy. The award recognizes a Foreign Service member who advances the ideals of democracy and freedom abroad through commitment and ingenuity.

While serving in Burma, Young supported democracy activists and documented human rights violations committed by the ruling military junta. As acting chargé d'affaires in Mali, he has championed respect for freedom and the rule of law in his work to broker and help implement a peace deal between rebel leaders and government officials. Young's profile is on page 65.

Former AFSA treasurer **Ambassador Andrew Winter**



Eight former recipients of the Lifetime Contributions to American Diplomacy Award were present at the 2015 ceremony. Back row, from left: Stu Kennedy (2014), Amb. Tom Boyatt (2008), Amb. Tom Pickering (2002), Amb. Bill Harrop (2015) and Amb. George Landau (2013). Front row, from left: Frank Carlucci (1996), Amb. Joan Clark (2007), Senator Richard Lugar (2005) and Amb. Rozanne Ridgway (2011).

received the Achievements and Contributions to the Association Award, presented by current treasurer of AFSA, Ambassador Charles Ford. This award honors an AFSA member who has made significant (non-monetary) contributions to the association.

Amb. Winter earned the award for his extraordinary service as the chair of AFSA's Finance, Audit and Manage-

ment Committee from 2005 to 2013, during which time he facilitated the modernization of association services and products to better serve its members. Amb. Winter's profile is on page 70.

Melissa Fraser accepted the Post Representative of the Year Award from AFSA Governing Board member Neeru Lal on behalf of the accolade's winner, **Charlee Doom** of Embassy Nairobi.

This award honors an AFSA post representative who has sustained successful engagement with AFSA membership and management at post.

The first-tour USAID FSO was chosen for her exemplary effectiveness as a liaison on particularly challenging issues between AFSA members (at post and beyond) and management in Nairobi and Washington, D.C. Doom's profile is on page 69.



AFSA/JOAQUIN SOSA

### Constructive Dissent Awards

AFSA's constructive dissent awards honor Foreign Service personnel who have demonstrated courage to critique an unjust or inefficient policy or practice and the creativity to offer constructive solutions.

These awards are unique within the federal government and foster a culture of acceptance within the Foreign Service of respectful, well-timed and tough messaging for the betterment of policy.

Megan Gallardo accepted the F. Allen "Tex" Harris Award on behalf of this year's recipient, **Jeffrey Bing** of Embassy Sarajevo. Mark Delavan Harrop presented the award, which is made possible by the Nelson B. Delavan Foundation and celebrates constructive dissent by a Foreign Service specialist.

During her FS career, Bing has been a leader in the quest to garner greater recognition and respect for the crucial role of office management specialists in the Foreign Service. Bing's profile is on page 64.

Ambassador-at-Large for Global Women's Issues Catherine Russell presented the W. Averell Harriman Award, made possible by the Una Chapman Cox Foundation, to **Amelia Shaw** of Consulate General Tijuana. The Harriman Award recognizes constructive dissent by an entry-level FSO.

Shaw, a vice consul in the consulate's American citizen services unit, has petitioned to amend a law that places more stringent requirements on unmarried women for transmitting their American citizenship to their foreign-

born children than it does on men or married women. Shaw's profile is on page 63 and her article on dissent is on page 33.

**Samuel Kotis** of Embassy New Delhi received the William R. Rivkin Award from the Honorable Robert S. Rivkin, son of the late ambassador for whom the award is named. This accolade, made possible by the Rivkin family, rewards constructive dissent by a mid-level FSO.

While in New Delhi, Kotis successfully argued that Mission India should publish the air quality data they were collecting, which ultimately revitalized U.S.-Indian relations on the environmental front. Kotis' profile is on page 62 and his article on dissent is on page 37.

Finally, the Christian A. Herter Award, presented

by Deputy Secretary of State for Management and Resources Heather Higginbottom, recognized **Thomas Duffy**, director of the Office of United Nations Political Affairs in the Department of State's Bureau of International Organizations.

Duffy received the Herter Award, presented to a senior-level FSO, for improving the fraying relationship between IO and the U.S. Mission to the United Nations in New York. Duffy's profile is on page 61.

Following the ceremony, the award winners and presenters gathered with friends and family to celebrate the Foreign Service, enjoy the beautiful Benjamin Franklin Room and share drinks, hors d'oeuvres and stories. ■

—Casey Knerr, Awards Intern



Harriman Award recipient Amelia Shaw (far left) with friends.



Amb. Harrop (far right), the 2015 LCAD recipient, celebrates with his extended family after the ceremony.

AFSA/JOAQUIN SOSA

AFSA/JOAQUIN SOSA

Profiles of award recipients compiled by Maria C. Livingston.

## THE CHRISTIAN A. HERTER AWARD FOR A SENIOR FOREIGN SERVICE OFFICER THOMAS DUFFY

### Constructive Dissent in Uncertain Times

"I believe the world is at a strategic inflection point. The essentially unipolar world of my generation is transitioning to a multipolar norm. And I think many of the advances we have made in the international space over those last 25 years are at risk.

"Paradoxically, the way to preserve the gains of the last 25 years is to realize we can no longer do business the same way we've done it since the end of the Cold War. Constructive dissent, or as the U.S. military would like to put it 'disruptive thinking,' will be essential as we navigate the way forward."

Those were the words spoken by this year's recipient of the Christian A. Herter Award, Thomas Duffy, as he accepted his award in front of an audience comprised of distinguished diplomats, members of Congress, friends and family.

Duffy received this year's senior-level AFSA award for his actions to revive the relationship between the U.S. Mission to the United Nations in New York and the State Department's Bureau of International Organization Affairs. Collaboration between the two offices had suffered since the 2009 decision to accord Cabinet-level rank to the U.S. permanent representative to the United Nations.

As director of IO's Office of U.N. Political Affairs, Duffy recognized that this rift had been detrimental to efforts to advance U.S. multilateral policy. Believing the United States is at its best when IO and USUN are pulling in the same direction, he wrote a memo to IO's then-new assistant secretary, Sheba Crocker, detailing the challenges caused by the competitive atmosphere.

Motivated by Duffy's memo, Assistant Secretary Crocker invited Permanent Representative Samantha Power to Washington, D.C., to address IO leadership. It was during that meeting that the intrepid director pitched his diagnosis of and proposed solutions to the problem.

Duffy's constructive but tough and well-timed message paved the way for an honest discussion between top USUN and IO principals. Spurred by his actions, the U.S. permanent representative and the IO assistant secretary now have regular conversations, and USUN and IO coordinate early to



AFSA/JOQUIN SOSA

Deputy Secretary of State for Management and Resources Heather Higginbottom (left) presents FSO Thomas Duffy with this year's Herter Award.

Management and Resources Heather Higginbottom credited Duffy's actions with setting a standard for transparent and inclusive information sharing: "The application of his ideas makes us a better advocate for the American people, and that is something to which we should all aspire."

Duffy joined the Foreign Service in 1991, and has served in Bogota, Riyadh, Baghdad, Jerusalem, Manama and Jeddah. He and his wife, Anne, have two children. ■

ensure advancement of U.S. goals in places such as Libya and Yemen.

Speaking at the June 9 awards ceremony, Deputy Secretary of State for

#### NEWS BRIEF

#### GOVERNING BOARD APPROVES SECOND TRANCHE SUPPORT FOR U.S. DIPLOMACY CENTER

At its final meeting on July 1, the 2013-2015 American Foreign Service Association Governing Board approved a second contribution to the Diplomacy Center Foundation in the amount of \$100,000. This follows AFSA's first disbursement of \$50,000 to the foundation in July 2014 (see the March 2015 AFSA News). The money is being used to support construction of the U.S. Diplomacy Center, a museum that, when completed, will highlight the critical role of diplomacy and development in promoting U.S. national security and economic prosperity. ■

## THE WILLIAM R. RIVKIN AWARD FOR A MID-LEVEL FOREIGN SERVICE OFFICER SAMUEL KOTIS

### Tackling Air Pollution Through Open Data

Speaking at the Feb. 18 launch of the joint Department of State–Environmental Protection Agency effort to expand EPA’s AirNow system to diplomatic posts abroad, EPA Administrator Gina McCarthy praised Embassy New Delhi for understanding that engagement on air pollution strengthens, rather than weakens, our diplomatic relationships.

A Web-based platform, EPA’s AirNow program provides real-time information on air quality in U.S. cities. Thanks to the efforts of Foreign Service Officer Samuel Kotis, the program is now operational in India and soon will be in countries such as Mongolia and Vietnam.

However, nobody would have guessed in August 2013, when Kotis arrived at post, that Mission India would lead the charge on air pollution. Despite having installed premium air quality monitors (AQMs) at the embassy and the four U.S. consulates in India, the mission feared that releasing the data would create an unnecessary irritant in the bilateral relationship.

Kotis knew the difference between action and inaction could amount to life or death for tens of thousands, and urged embassy leadership to make the info public.

There was precedent for

using AQM data to catalyze change. In 2008, Embassy Beijing began monitoring levels of fine airborne particles and tweeted the results hourly. Despite initial push-back from Chinese officials, the government was eventually forced to acknowledge the scale of the problem and start taking action to address it.

Undeterred, Kotis diligently gathered data and built alliances to support his mission. His breakthrough came in the spring of 2014 when the World Health Organization announced that New Delhi was the most polluted city on the planet, with nearly double the amount of airborne particulate matter as Beijing.

This occurred around the time that Kotis arranged for an authoritative U.S. expert to brief the ambassador on the urgency of India’s air pollution challenges. The presentation prompted a change in policy; and in June 2014, Mission India began publishing the AQM data.

His nominator calls Kotis’ approach “principled, collegial, patient yet insistent,



FSO Samuel Kotis (right) poses with the Honorable Robert S. Rivkin at the June 9 ceremony. The Rivkin family sponsors the constructive dissent award bestowed upon Kotis.

constructively critical and, most of all, effective” and credits Kotis with creating a precedent of collaborating closely with an emerging power whose cooperation is critical for keeping the world on a steady path toward cleaner air and improved health.

Kotis has written on his experience using constructive dissent to push this initiative through (see page 37).

Having just concluded

his assignment as deputy minister counselor in the economic, environment, science and technology affairs section in New Delhi, Kotis is headed to the U.S. Mission to the International Civil Aviation Organization in Montreal next. Since joining the Service in 1991, he has also served in Jakarta, Singapore, Tunis, Amman, Budapest, Baghdad and London. He and his wife, Beth, have two children. ■

## THE W. AVERELL HARRIMAN AWARD FOR AN ENTRY-LEVEL FOREIGN SERVICE OFFICER AMELIA SHAW

### Creating Momentum for Change from the Consular Front Lines

Newly minted Foreign Service Officer Amelia Shaw enthusiastically accepted the miniature flag of Mexico at her February 2014 Flag Day ceremony. She was headed to Tijuana to do consular work, and, as it turns out, stir things up—in a good way.

Within four short months, Shaw would be the driving force behind an action memo sent from the Bureau of Consular Affairs to the Bureau of Legislative Affairs requesting help to amend a law that places more stringent requirements on unmarried women for transmitting their American citizenship to their foreign-born children than it does on men or married women.

With that sort of efficiency, Shaw makes constructive dissent look easy. However, that perception discounts the countless hours of information gathering and coalition building she poured into prompting a discussion on the 1980s-era law.

Anyone familiar with the department's clearance system knows that it takes tremendous oomph to push one's idea—particularly so that it remains intact—through multiple layers of management. Shaw is this year's W. Averell Harriman Award recipient for construc-



COURTESY OF AMELIA SHAW

Shaw (right) with Under Secretary of State for Management Patrick Kennedy moments after learning her first FS post would be Consulate General Tijuana.

tive dissent at the entry level for having done just that.

Her quest to amend the discriminatory law is a testament to her work ethic. Colleagues describe Shaw as compassionate, a workhorse—capable of doing the work of three FSOs—innovative, full of new ideas, with a drive to see projects through.

As Ambassador-at-Large for Global Women's Issues Catherine Russell, presenting Shaw with the AFSA award for dissent, said: "It takes real courage to speak up and go against the crowd. But to do this as a brand new officer in the Foreign Service, to stand up and say, 'I'm new here, but this doesn't seem quite right,' that's particularly commendable."

Shaw's passion was

evident during the awards ceremony. With a trembling voice, she described the overwhelming emotion she felt when she understood that her actions—and those of her colleagues—had created momentum on this issue beyond Mission Mexico: "Our American

citizen services section in the consulate in Tijuana stood up, and we were cheering, we were clapping, we were fist-pumping. It was amazing!"

Having authored an article on the law in *The Foreign Service Journal* in April (See "Citizenship and Unwed Border Moms: The Misfortune of Geography") and another for this issue reflecting on her own constructive dissent (see page 33), Shaw continues to push for justice: "Now that AFSA has thrown its spotlight on this issue, perhaps we are one step closer to seeing change in that law."

Prior to joining the Foreign Service, Shaw was a Fulbright fellow in Haiti and a foreign correspondent for NPR and the BBC. Shaw speaks seven languages and has two children. ■



AFSA/DARWIN SOSA

FSO Amelia Shaw with Ambassador-at-Large for Global Women's Issues Catherine Russell in the State Department's C Street Lobby.

## THE F. ALLEN “TEX” HARRIS AWARD FOR A FOREIGN SERVICE SPECIALIST JEFFREY BING

### Persistence and Strategic Advocacy Pay Off

Jeffrey Bing, the recipient of this year’s F. Allen “Tex” Harris Award for a Foreign Service specialist, says she feels “blessed every day” for her job and what it brings to her both personally and professionally.

Bing was no stranger to the Foreign Service when she first joined as an office management specialist (OMS) in 2003. Her father was a Foreign Service officer, and she had two aunts who served as FS secretaries during World War II. Bing describes herself as “opinionated, vocal and stubborn”—traits she attributes to her father.

Talk to her colleagues, however, and it is apparent that she is widely respected precisely because she’s used that persistence and passion to champion the cause of the State Department’s capable and indispensable OMS cadre.



COURTESY OF JEFFREY BING

Harris Award recipient Jeffrey Bing in her element at Embassy Sarajevo.

In 2011, after two years of futile inquiries sent through established channels on the status of the OMS Career Development Plan—which would update the prerequisites for promotion—Bing sent her request directly to the Director General. Despite not receiving a satisfactory response, and despite the fact

that the plan is still outstanding, Bing found other ways to advance OMS interests.

When she felt that having the OMS coordinator position located in the bureau that reports to the Director General constituted a conflict of interest,

Bing argued that the coordinator could not impartially represent OMS concerns to the DG.

Finally, Bing successfully fought a proposal to consolidate the heretofore-separate Foreign and Civil Service OMS of the Year Awards into one named after a Civil Service OMS. Contending

that each group deserved its own award, she convinced the department to name the Foreign Service award after Rayda Nadal, an admired FS OMS who died from injuries sustained from a tragic gas explosion in her Moscow apartment in 2014.

In her acceptance remarks, Bing emphasized how issues of seemingly small import can make a huge difference in morale: “I want to thank AFSA for its support and advocacy as we fought for this tiny little correction, this tiny little thing that was pretty huge to a lot of us.”

Bing joined the Foreign Service in 2003. She has received two Superior Honor Awards, two Meritorious Honor Awards, and many other accolades. Her tours thus far have included Seoul, Athens, Kabul, Nicosia, Rome and Sarajevo. ■

## NEWS BRIEF

### 2013 AND 2014 MSI IMPLEMENTATION DISPUTES: AN UPDATE

The American Foreign Service Association is still awaiting decisions from the Foreign Service Grievance Board on non-payment of the 2013 and 2014 Meritorious Service Increases (see the July/August 2014 AFSA News).

AFSA’s appeal on behalf of the 554 individuals who were recommended by the 2013 Selection Boards for an MSI, but who did not receive the monetary component, is currently before the FSGB. On April 20, the department filed its response to AFSA’s Dec. 22, 2014, supplemental submission.

AFSA is in the process of preparing its final rebuttal, after which the record of proceeding will be closed and rest with the board for final deliberation and decision. AFSA hopes to have a decision within the next couple of months.

Also before the FSGB is AFSA’s appeal on behalf of the 270 members who did not receive their recommended MSIs in 2014. At press time, the department had not yet responded to AFSA’s requests for discovery. A decision in the 2014 case is further off, but we hope to have it later this year. ■

## THE MARK PALMER AWARD FOR THE ADVANCEMENT OF DEMOCRACY

ANDREW YOUNG

# Democracy Promotion: The Greatest Job in the World



FSO Andrew Young recalls the many champions of freedom he's met throughout his career.



Young poses with friends at the June 9 ceremony.

In 1998, Foreign Service Officer Andrew Young penned an article titled “A Prayer for Burma” for inclusion in the second edition of the American Foreign Service Association’s guide to life in the Foreign Service, *Inside a U.S. Embassy* (Foreign Service Books, 2003).

He was Embassy Rangoon’s political officer at the time, and offered the following reflection: “I’ve met the bravest people in my life here. The Burmese struggle on for democracy despite the repression, despite setbacks. Here the State Department wages a righteous fight for justice. Some day the Burmese people will win their freedom. I pray that change comes soon, comes peacefully and comes before more lives are destroyed.”

It would be another 12 years before the country would see transition from its

nearly six decades of military rule to a quasi-civilian government.

Young is the recipient of the first-ever Mark Palmer Award for the Advancement of Democracy, established in honor of the late Ambassador Palmer, a lifelong champion of democracy and human rights.

One might argue that an FSO’s success in advancing democracy can be measured by the number of autocratic feathers he or she manages to ruffle. By that standard, Young takes the prize.

In Burma, Young irritated a slew of ruling generals in the State Law and Order Restoration Council by aiding those advocating a peaceful transition to democracy, such as Nobel Laureate Aung San Suu Kyi and others in the National League for Democracy.

The former Kim Jong Il

called the passage of the ADVANCE Democracy Act of 2007—legislation institutionalizing democracy promotion at State, which Young helped draft—an immoral interference in North Korea’s domestic affairs.

And in his current assignment as deputy chief of mission in war-torn Mali, a once democratic stronghold, Young’s work to foster peace negotiations between government officials and rebel leaders is presenting serious roadblocks to al-Qaida-linked extremists in the region.

For Young, democracy and human rights promotion is a moral calling: “Being a Foreign Service officer is the greatest job in the world! Where else do we have the privilege of being able to serve our country and promote our core values and to make the world a little bit better?”

Arguably, the fight for democracy in Burma, Mali and so many places around the world continues on. The flip side of the marker of success measured by the number of one’s autocratic foes, is the number of one’s friends who are democracy heavyweights.

When Suu Kyi was presented with the Congressional Medal of Honor in 2012 for her peaceful struggle against military rule, she personally invited Young to sit in the first row along with other notable allies, including former Secretaries of State and Defense Madeleine Albright and William Cohen.

Young joined Embassy Bamako as DCM in July 2013, but has served as chargé d’affaires since 2014. His other tours include Washington, D.C., South Korea, France, New Zealand, Burma, India and Hong Kong. ■

## THE NELSON B. DELAVAN AWARD FOR A FOREIGN SERVICE OFFICE MANAGEMENT SPECIALIST

JULIA HARRISON

### Building Lifelines for Consulate General Erbil

Only days after reporting for duty in Erbil, Iraq, Julia Harrison found herself in the midst of an ordered departure due to the near capture of the city by the Islamic State group. As nonessential personnel cleared out, Harrison's already substantial workload as the office management specialist (OMS) to Consul General Joseph Pennington grew even heavier.

Those who remained found they could no longer leave the consulate compound except to conduct official business. The restriction meant that nearly two-thirds of the staff would never set foot outside the consulate walls—not to visit tourist sites, not to attend social events, not to dine at local restaurants.

And while U.S. airstrikes successfully halted the IS attack, the fear of future assaults consumed both American and locally employed (LE) staff.

What Harrison did next earned her this year's Nelson B. Delavan Award, a recognition reserved for an OMS, who has made a significant contribution to post and morale beyond the framework of his or her job responsibilities.

Stepping in to fill the vacuum left by the community liaison officer (CLO) who was forced to relocate, Harrison



COURTESY OF JULIA HARRISON

Julia Harrison with consulate colleagues during a CLO Committee barbecue. From left: Deputy Principal Officer William Silkworth, Harrison and Management Officer Richard Boohaker.



COURTESY OF JULIA HARRISON

Consulate personnel line up for some grilled grub at a community event. In line, from left: Sgt. Rumeal Roman, Sgt. Roman Penn, Sgt. Jose Nunez, Sgt. Shane Leksell and Sgt. Evan Kolodey. In back: Regional Security Officer Cody Perron.

worked with the management office to establish an all-volunteer CLO Committee. Under her leadership, the committee developed a rich program of after-hours social activities, such as yoga, cooking classes and trivia contests.

Together with LE staff, she invested significant time and energy in broadening the culinary options available to consulate personnel. With only one fast-food restaurant and three snack shops on the compound, Harrison's colleagues were more than

enthused to give visiting outside vendors their business. She even secured the agreement of 42 restaurants to deliver sustenance—ahem, Cinnabon—directly to the consulate gates.

When Thanksgiving rolled around, Harrison arranged for a delivery of a different sort: an air shipment of frozen turkeys from Embassy Baghdad.

Having worked as an executive assistant with the military in a former life, Harrison made a special effort to include members of the several Marine Security Augmentation Units rotating through on 45-day tours and the Marine Security Guard Detachment. It was also a great excuse to hold consulate-wide barbecues.

For all these actions—or as the State Department's OMS Coordinator Teresa Holtzman explains it, “for bringing superb solutions... under harsh conditions”—Harrison can rightly be described as the embodiment of Foreign Service excellence.

Prior to joining the Service, Harrison served in the Civil Service and spent more than 15 years as an executive assistant in the military. She also worked as a public affairs assistant to the 101st Airborne Division. ■

## THE M. JUANITA GUESS AWARD FOR A COMMUNITY LIAISON OFFICE COORDINATOR ALEXEI TROFIM

### Trofim Takes Dushanbe

On arriving in Tajikistan, a 30-percent hardship differential post with few opportunities for travel or recreation, Alexei Trofim immediately recognized the importance of fostering “a strong spirit of community to power through the hurdles of day-to-day life.” During the two years he served as post’s co-community liaison officer (CLO)—eight months of which he did solo—Trofim excelled at fueling that spirit.

On average, the boundlessly energetic Trofim coordinated 10 to 12 monthly events for the embassy community. Ranging from quiz nights and happy hours to visits to local restaurants and museums, the gatherings were popular among American and local staff alike.

His wildly successful Halloween party earned him the accolades of a visiting delegation from the Office of the Inspector General, with one inspector calling the event one of the best he had ever seen.

Given security considerations, poor infrastructure and language barriers, families in Dushanbe rarely ventured outside the city on their own. However, Trofim’s unique programming afforded the embassy community multiple opportunities to escape the capital and

enjoy the natural beauty of the country.

He is perhaps best known for such jaunts, including camping trips to the glacier lake of Iskanderkul and the Nurek Reservoir, a trek through Varzob gorge and a visit to the historical Hissar fortress. Most popular of all, however, was the five-day road trip to neighboring Uzbekistan—a logistical feat to be sure—involving multiple embassy vehicles and resulting in many happy travelers. Some regarded the trip as a highlight of their entire tour in Tajikistan.

Finally, Trofim frequently encouraged embassy staff to participate in philanthropic efforts to benefit surrounding communities (e.g., a holiday donation drive for local orphans).

For his efforts, Trofim received the highest rating for a CLO among all South and Central Asian posts in the 2014 International Cooperative Administrative Support Service customer satisfaction survey. His award nominator



COURTESY OF ALEXEI TROFIM

Embassy Dushanbe community members explore Lake Iskanderkul and its surroundings on a Trofim-organized trip.



AFSA/JOACUIN SOSA

Alexei Trofim (right) poses with Guess Award sponsor and CEO of Clements Worldwide, Jon Clements.

described him as dedicated, enthusiastic and hardworking, emphatically stating: “He is exceptionally deserving of this award.”

When asked what motivated him to work as hard as he did, Trofim was as

humble as they come. “I always believed in the resourcefulness, creativity and enthusiasm of my fellow community members,” he said. “I saw my role as merely combining those resources and empowering people to make their own lives in Dushanbe better.”

Trofim worked as a local staff member for the Peace Corps in Moldova from 1998 to 2011. He and his wife, Jenna, a USAID Foreign Service officer, have also served in Manila and are thrilled to be heading to Accra for their next assignment. ■

## THE AVIS BOHLEN AWARD FOR A FOREIGN SERVICE FAMILY MEMBER

MARY BETH BECHTEL

# Eradicating Stigma in Special Needs Education



COURTESY OF MARY BETH BECHTEL

Mary Beth Bechtel in Saudi Arabia's Eastern Province.

A special needs education expert, Mary Beth Bechtel has spent the last 16 years living in five countries on three different continents with her Foreign Service husband and their children.

The couple just completed a tour in Dhahran, where Bechtel's success building relationships to promote special education in Saudi Arabia's Eastern Province earned her this year's Avis Bohlen Award. The award is conferred on an eligible family member (EFM) whose relations with the American and foreign communities at a U.S. mission have done the most to advance American interests.

Bechtel is a teacher and the mother of a grown son with Asperger's syndrome. She points to both experi-

ences as having inspired her to improve conditions for adults and children with disabilities: "As a mom and a human being, I have to pay it forward."

Shortly after arriving at post, Bechtel found Dhahran had few quality places where parents could take their children for diagnosis and treatment. Educators lacked expertise and training. The social stigma of disability was exacerbated by the absence of support services.

Compelled to action, Bechtel recruited support from Consulate General Dhahran to bring a U.S. special education expert to the Eastern Province. Together, they secured grant funding, cut through logistical red tape, and—despite the extreme reticence of the Ministry of Edu-

cation to work with consulate officials—organized a robust schedule of meetings.

The public diplomacy office estimated that the speaker would draw an audience of 40-50 people: The final head count was close to 1,000.

Thanks to Bechtel's initiative, Saudi parents and business leaders are beginning to organize around the issue of disability. They are now connected to experts affiliated with U.S. institutions such as the Kennedy Krieger Institute and Autism Speaks. And, notably, the consulate general also benefitted by establishing ties to new segments of the community.

Before receiving the Bohlen Award, Bechtel was not aware of its existence. In her acceptance remarks, she called the honor gratifying, saying, "EFMs: We are not direct hires; but we are

patriotic, and we love the United States as much as our spouses do."

Bechtel encourages all EFMs to use their personal and professional know-how to make a difference at their posts, which, as she has shown, can include advancing U.S. foreign policy. Working remotely from her new home in Bamako, she continues to promote special needs education in Saudi Arabia.

She is also turning her attention to a new goal—to create a Doctors Without Borders-like program that deploys specially trained teams to work with teachers, parents and children overseas.

Bechtel and her Foreign Service husband have also lived and worked in Munich, Athens and Vienna. Originally from Edgewater, Maryland, she holds a master's degree in special education. ■



AFSA/JAQUIN SOSA

Bechtel (center) with her family and friends following the AFSA awards ceremony.

## POST REPRESENTATIVE OF THE YEAR AWARD

CHARLEE DOOM

# Breathing Life into the AFSA Post Rep Program

In her time as AFSA post representative at Embassy Nairobi, Charlee Doom has established an impressive track record of successfully advocating on behalf of her Foreign Service colleagues. So much so, it's hard to imagine how the first-tour USAID officer has time to do her day job, which entails managing the Integrated Partnership Assistance Agreement with the Common Market for Eastern and Southern Africa and the agricultural component of the East Africa Trade and Investment Hub.

Nevertheless, Doom has excelled at both roles, and it is for her countless actions to promote and defend the interests of AFSA members that she was chosen as this year's AFSA Post Representative of the Year.

When former USAID Administrator Raj Shah unexpectedly proposed a policy that would have required USAID Foreign Service officers to serve two years instead of one in a critical priority country to receive priority consideration for their next assignments, Doom sprang into action.

Within 24 hours, she collected feedback from more than 100 individuals serving at 50 different missions, which she forwarded to AFSA USAID Vice President Sharon



COURTESY OF CHARLEE DOOM

Doom (right) with former USAID Deputy Administrator Donald Steinberg at her October 2012 swearing-in ceremony.

Wayne in Washington, D.C. Doom's initiative resulted in the agency agreeing to put the policy change on hold until further research could be done to better understand potential negative outcomes (e.g., increased incidence of post-traumatic stress disorder).

She was also a critical interlocutor as post went through a rightsizing exercise, representing members on issues such as transition benefits, career development and advancement prospects, onward placements, financial losses and family considerations.

Among her many other accomplishments, Doom partnered with AFSA to ensure that a significant USAID performance management study included input from



COURTESY OF CHARLEE DOOM

USAID FSO Charlee Doom (far left) conducts a site visit to the U.S.-funded Regional Laboratory for Mycotoxin Research and Capacity Development in Machakos County, Kenya.

FSOs at all levels to secure the uniform application of per diem rates across all FS member agencies at post and to redirect new contractor jobs—ones that USAID FSOs were qualified to perform—to the FS bid list.

"I went to Charlee and it was like a breath of fresh air. She cared!" said a retired FSO who benefitted from Doom's assistance when payment of his retirement benefits was severely delayed. "Ms. Doom did what I expected a union to do—defend my rights as a faithful employee and help me navigate a complex and daunting system. I cannot thank her enough!"

As these remarks demonstrate, Doom's advocacy for the rights of her colleagues has not gone unnoticed: Her efforts have inspired many

FSOs who had not been members of AFSA to join or rejoin the association.

According to Doom, serving as a post representative has been both educational and rewarding: "It was a humbling experience to listen to each of the individual situations and their respective challenges and to work with AFSA leadership and post management to mitigate and resolve issues for members. Our collaboration was directly responsible for improving the transition and benefits afforded to FSOs."

Prior to joining USAID in 2012, Doom worked at Bunge Global Agribusiness; BASF, the chemical company; and Monsanto Company. She holds a master's degree in business from the University of Western Australia. ■

## CONTRIBUTIONS TO AFSA AWARD

ANDREW WINTER

### A True Visionary

“Andrew was a treasurer, an auditor and a finance person, but more than that, he was a visionary.” Thus the current treasurer of AFSA, Ambassador Chuck Ford, began his praise for the 2015 Contributions to AFSA Award recipient, Ambassador Andrew Winter.

Speaking at this year’s awards ceremony, Ford transported the audience to a critical time of change for both the Foreign Service and AFSA as he described his predecessor’s exemplary performance as AFSA treasurer—an elected position Amb. Winter held for four consecutive terms from 2005 to 2013.

As the State Department wrestled with how to respond to emerging global challenges (e.g., rising violent extremism, increasing operational risk, staffing for civilian reconstruction efforts, declining budgets), AFSA was simultaneously evaluating how to best navigate the ensuing institutional headwinds.

Thanks to Amb. Winter’s leadership, AFSA took a number of steps to modernize so that it could more effectively advocate on behalf of and offer more and better services



Amb. Winter speaks with members of the 165th A-100 class at a February 2012 luncheon in his capacity as AFSA treasurer.

to its fast-growing membership.

As chair of the AFSA Finance, Audit and Management Committee, Amb. Winter contributed directly to the extensive growth of the association’s investment portfolio and provided counsel when AFSA sought outside experts to analyze its organizational structure. As a direct result, AFSA’s operating budget increased by 25 percent and its professional staff by 33 percent.

After placing AFSA on firm financial ground, Amb. Winter participated in the 2009 renovation of the AFSA headquarters building—arguably the most substantial (and necessary) investment in the association’s history—to allow growth of its services and staff and to offer members

improved space for meetings and events.

The now 45-year member of AFSA also provided the budgetary support that propelled AFSA into the information age with a revamped website, improved IT service support, a new membership database and a redesigned, online-accessible *Foreign Service Journal*.

In addition to his normal fiduciary duties, Amb. Winter contributed to the AFSA Scholarship Fund and regularly offered advice on policy, labor management and congressional matters.

Ford pointed to Amb. Winter’s success in shepherding such transformation as a testament to his leadership and dedication to AFSA: “It’s just so impressive...the qual-



Amb. Andrew Winter at the AFSA awards ceremony.

ity of the work that [Winter] brought, not only on the books, but to the staff and to the professionalism, and how the organization changed how it thought about itself and how it visualized its future... as the voice of the modern Foreign Service.”

Amb. Winter spent 30 years with the Department of State, serving as ambassador to The Gambia, deputy assistant secretary for information management, executive director of the Bureaus of the Western Hemisphere and African Affairs, and in positions overseas in Ecuador, Finland, Brazil, Taiwan and South Africa. He now lives in Ecuador. ■

## Runners-Up

### THE NELSON B. DELAVAN AWARD RUNNER-UP



Veronica Peters visits a school for Global Entrepreneurship Week.

VERONICA PETERS,  
EMBASSY RIGA

Life in Latvia changed rapidly in 2014 as upheaval in Ukraine jolted awake the world's geopolitical senses. Within a few short months, Embassy Riga found itself supporting a constant presence of 140 U.S. soldiers for NATO military exercises and welcoming a steady stream of high-level visitors—a challenge compounded by the sudden curtailment of the U.S. ambassador.

Thanks to the extraordinary vision of Office Management Specialist Veronica “Roni” Peters, the mission did not miss a beat. Peters not only kept the *chargé d'affaires* on point and on schedule, she strengthened embassy cohesion and resolve for meeting the new challenges. Whether expertly negotiating competing section interests in a high-visibility extradition case or organizing listening sessions between the Front Office and staff in preparation for a visit from the Office of the Inspector General, Peters' significant contributions empowered the mission to advance U.S. interests in this critical East European partner country.

### M. JUANITA GUESS AWARD RUNNERS-UP



Sarah Locke (bottom left) and Jamie Bellamy (bottom right) with an embassy group in Beirut's Mar Mikhael district.

SARAH LOCKE AND JAMIE BELLAMY,  
EMBASSY BEIRUT

Community liaison officers (CLOs) are the glue that binds embassy communities and even more so at Embassy Beirut, where the country's volatile security situation is a constant threat to the well-being of staff. In Lebanon, Foreign Service personnel serve partially unaccompanied two-year tours and teeter between limited and complete lockdowns.

Sarah Locke and Jamie Bellamy, post's co-CLO duo, are at once event organizers, counselors and management liaisons. The two spend their days steeped in planning and coordination with the Regional Security Office just to be able to offer grocery runs and outings to religious services, safety permitting, outside compound walls. Together, they manage to regularly offer a rich and varied repertoire of social activities on- and off-campus. Cabin fever and work-life imbalance often lead colleagues to seek temporary reprieve in the CLO office. And it was a CLO-sponsored survey that prompted the ambassador to implement morale-boosting changes.

According to their nominator, U.S. Ambassador to Lebanon David Hale, “[Embassy] Beirut literally would not function without the stellar work of Jamie Bellamy and Sarah Locke.”

### MARK PALMER AWARD RUNNER-UP



Joshua Baker being interviewed.

JOSHUA BAKER,  
CONSULATE GENERAL DUBAI

Joshua Baker's day job is to promote democratic values, extol human rights and denounce terrorism. This description sounds like something out of a Marvel character's work requirement statement, but as the director of State's Dubai Regional Media Hub, Baker must have a bit of superhuman coding somewhere in his DNA.

With oversight of a team charged with building relations with Arab media outlets, Baker is literally the U.S. government's Arabic language spokesperson to one of the administration's most, if not the most, critical foreign audiences. And despite direct threats from the Islamic State group for his work, Baker has been steadfast in his pro-democracy messaging.

In just two years, he's given more than 150 Arabic-language interviews (often with hostile hosts) and quadrupled the department's Arabic-language Twitter feed @USAbilAraby to nearly 300,000 followers. Under Baker's leadership, the hub has come to be viewed as a credible source and serves as a beacon of democracy to millions in this tumultuous region. ■

## Behind the Scenes with AFSA's Committee on Elections

On the morning of June 4, the American Foreign Service Association's Committee on Elections gathered, as they do every two years, to count the votes cast in the 2015-2017 AFSA Governing Board election.

Following prompt closure of the online voting platform at 8 a.m., a committee member collected the paper ballots from a nearby post office, where the ballots had been safeguarded as they arrived via military, diplomatic and regular post from AFSA members the world over.

Donuts and coffee in hand, the committee set to work sorting and scanning all paper ballot envelopes at approximately 9:40 a.m.

They checked to make sure votes fulfilled the requirements for eligibility. Outer envelopes were opened and secret ballot envelopes collected. A second and third check of the outer envelopes was conducted to ensure no ballots were overlooked.

Candidates were allowed to observe the tallying, and a number of governing board hopefuls streamed in and out throughout the day.

With only a brief break for lunch, the committee worked meticulously to ensure a smooth process. At 1:30 p.m., the tallies from the paper and online ballots were merged. Preliminary results were printed and announced at 2:20 p.m.

A total of 4,034 votes were cast this year: 1,023 written and 3,011 online. This figure is significantly higher than that of the 2013-2015 election, in which 3,502 voters participated.

For committee members, ballot-counting day may be the most gratifying of their two-year term. The committee is tasked with running a fair and transparent election—no small feat considering the logistical details involved, including publishing a call for nominations, ensuring all AFSA members have



AFSA Committee on Elections Chair Bill Farrand (left) and AFSA Member Services Representative Natalie Cheung (right) consult on a ballot.

access to voting information, facilitating town hall meetings, distributing campaign platforms and more.

AFSA thanks committee members for their hard work, including Chair Robert "Bill" Farrand, Jenna Bucha Jones, Mort Dworken, Russell Knight, Andrea Strano and AFSA staff—Executive Director Ian Houston, General Counsel Sharon Papp, Director of Member Services Janet Hedrick, Member Services Repre-

sentative Natalie Cheung and Elections Intern Brianna Pope.

A full breakdown of the 2015-2017 election results can be found at [www.bit.ly/GB\\_Results\\_15-17](http://www.bit.ly/GB_Results_15-17). ■

—Shannon Mizzi,  
Editorial Intern

### NEWS BRIEF

#### STAY CURRENT ON THE OPM DATA BREACH

The American Foreign Service Association is closely monitoring developments on the recent data breach at the Office of Personnel Management and updating our website with the latest information at [www.afsa.org/opm-breach](http://www.afsa.org/opm-breach).

On June 22, AFSA sent a letter to the director of OPM regarding the reported breach in the SF-86 security clearance system (see [www.bit.ly/1DhoLco](http://www.bit.ly/1DhoLco)). In the letter, AFSA stressed the unique vulnerability of the Foreign Service, given its overseas presence and diplomatic assignments, and specifically petitioned for lifetime credit monitoring services and liability insurance, among other demands.

AFSA also joined our partners in the Federal Postal Coalition in submitting a letter to President Barack Obama on behalf of our combined five million members reiterating our concerns. The letter included explicit reference to diplomacy and development professionals (see [www.bit.ly/1CHt2e4](http://www.bit.ly/1CHt2e4)).

We encourage our members to keep checking AFSA's Web page, as well the OPM page, for additional information. ■

## An Insider's Look at How U.S. Ambassadors Are Selected



Ambassador Dennis Jett suggests language testing for chief-of-mission candidates and publishing their scores for consideration during the confirmation process.

On June 11, AFSA welcomed Ambassador (ret.) Dennis Jett to discuss his new book, *American Ambassadors: The Past, Present, and Future of America's Diplomats* (Palgrave Macmillan, 2014). The book offers an insider's look at the evolution of the ambassadorial selection process and the debate over political appointees' qualifications for the job.

Jett provided historical background on the earliest U.S. ambassadors, explaining that in the late 19th century, the general attitude toward diplomats was that "anyone could do it, with a little on-the-job training." However, that didn't stop many from coveting the role, such as Charles Guiteau, who assassinated

President James Garfield when he was denied a diplomatic post in Vienna.

This event gave birth to a reform movement that led to passage of the Pendleton and Rogers Acts. According to Jett, these acts changed the system to ensure that people are hired and promoted on the basis of merit.

Jett then turned to today's process, describing the different paths to ambassadorship taken by career diplomats and political appointees and how their appointment ratios have fluctuated by administration.

Responding to a review in *The Foreign Service Journal's* April issue, which faulted *American Ambassadors* for

*Continued on page 74*

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Governing Board • Continued from page 53

throughout the course of their careers.

“AFSA will protect you as your union. It’ll stand by you when you run into difficulty... this is an important part of what AFSA does.

But I wanted to open by talking to you about what AFSA will do, as your professional association, to keep this proud profession that you have just joined strong today and throughout your careers.

“I want you to always swell with pride when you’re asked, ‘What do you do?’ I know that 30 years into this, every time I’m asked this, I still am proud to say ‘I am an American Foreign Service officer.’”

With those inaugural words, the entire AFSA team is geared up and working



AFSA/MARIA C. LIVINGSTON

Amb. Stephenson offers career advice to Foreign Service officers of the 183rd A-100 class.

full-steam ahead toward the goal of making the Foreign Service better and stronger than ever before. ■

—Maria C. Livingston,  
Associate Editor

### Oath of Office Officers and Representatives of the Governing Board of the American Foreign Service Association

“As a member of the Governing Board of the American Foreign Service Association, I hereby pledge to do my best to carry out the association’s mission to represent the members of the Foreign Service of the United States in accordance with the Foreign Service Act of 1980 and to strengthen the ability of the foreign affairs community to contribute to effective foreign policies.

“As I perform my duties to the best of my ability, I will abide by applicable federal and District of Columbia laws and regulations; follow the association’s bylaws, policies and standard operating procedures; maintain the fiscal integrity of the association; safeguard the association’s property; respect the confidentiality of board discussions and deliberations; and conduct myself in a manner that does credit to the association and to the American Foreign Service.”



AFSA/MARIA C. LIVINGSTON

New board members sign their oaths of office.

History of Ambassadors • Continued from page 73

not coming to any concrete conclusions about how to remedy the situation, Jett suggested that ensuring greater transparency regarding political donations and employing an annual electronic survey for every post and bureau to more effectively measure morale could help.

Jett is also the author of *Why American Foreign Policy Fails* (Palgrave Macmillan, 2008) and has written for the *New York Times*, *Washington Post* and *International Herald Tribune*.

To view Jett’s talk, please go to [www.afsa.org/video](http://www.afsa.org/video). ■  
—Brittany DeLong,  
Assistant Editor

## Meet the 2015-2017 Governing Board

The American Foreign Service Association is proud to introduce the elected officers and representatives of the 2015-2017 Governing Board who will be hard at work on behalf of AFSA members over the next two years.

AFSA Governing Board meetings take place on the first Wednesday of every month from noon to 2 p.m. at AFSA headquarters (2101 E Street NW, Washington, D.C.). Regular members may attend any board meeting and/or request copies of board meeting minutes from Patrick Bradley at [bradley@afsa.org](mailto:bradley@afsa.org).



### **AMBASSADOR BARBARA STEPHENSON PRESIDENT**

Ambassador Barbara Stephenson is a 30-year veteran of the Foreign Service, most recently serving as dean of the Leadership and Management School at the Foreign Service Institute. She received

the Department of State's Distinguished Honor Award for her service as deputy senior adviser to the Secretary of State and deputy coordinator for Iraq and has also served as ambassador to Panama, as consul general and chief of mission in Curaçao, as consul general in Belfast, as director for planning in the Office of the Coordinator for Reconstruction and Stabilization and as the first woman deputy chief of mission and chargé d'affaires at Embassy London. She holds a Ph.D. in English literature and has two children.



### **WILLIAM HAUGH SECRETARY**

William Haugh retired from the Senior Foreign Service in April 2015. During a 35-year career, his assignments included service as dean of the School of Language Studies at the Foreign Service Institute; director of the Office of Management Policy, Rightsizing and Innovation; foreign policy adviser to the chief of staff of the Army; and executive director of the Bureaus of Near Eastern Affairs and South and Central Asian Affairs. He graduated from the U.S. Military Academy at West Point, received a master's degree from Harvard and lives with his wife and two daughters in Fairfax, Virginia.



### **AMBASSADOR CHARLES A. FORD TREASURER**

Ambassador (ret.) Charles Ford joined the Foreign Commercial Service in 1982 and retired in 2009. His assignments included serving as assistant secretary for the Commerce Department; acting director general

and acting assistant secretary for the United States and Foreign Commercial Service; and director of Latin American trade policy in the International Trade Administration. His overseas postings were concentrated in Europe and Latin America. From 2005 to 2008 he served as U.S. ambassador to Honduras. Ford earned a bachelor's degree from the College of William and Mary and a master's degree from The George Washington University.



### **ANGIE BRYAN STATE VICE PRESIDENT**

Angie Bryan joined the Foreign Service in 1992, shortly after graduating from Trinity University in San Antonio with bachelor's degrees in international studies and political science. She served overseas as deputy principal officer in Lahore; acting principal

officer in Peshawar, Strasbourg and Marseille; refugee coordinator in Islamabad; political-economic counselor in Stockholm; principal officer at the American Presence Post in Lyon; and deputy chief of mission in Yemen. In Washington, she has served as staff assistant to the assistant secretary for South Asian affairs and as an assessor with the Board of Examiners. She was awarded the Sinclair Language Award for Urdu in 2000.



### **SHARON WAYNE USAID VICE PRESIDENT**

Sharon Wayne is an active-duty USAID Foreign Service officer. She has served as an assignments and performance counselor, office director for American Schools and Hospitals Abroad, and as a regional supervisory contracting officer in Santo Domingo. Prior to entering the Foreign Service, she was a contracting officer with the Peace Corps. Wayne has two teenage children and resides in Annapolis, Maryland.



**STEVE MORRISON**  
**FCS VICE PRESIDENT**

Steve Morrison is an active-duty Foreign Commercial Service officer who has served abroad in Mexico, Spain, France and Senegal. Domestically, he ran the Commercial Service's Southern California office and has worked on Capitol Hill, in the

Pentagon and in the Office of the Secretary of Commerce. He holds a bachelor's degree from Kalamazoo College, a master's degree from the University of Michigan and has completed Ph.D. coursework at the Institute for Diplomatic and Strategic Studies in Paris. He is married with one child.



**MARK PETRY**  
**FAS VICE PRESIDENT**

Mark Petry, a member of USDA's Foreign Agricultural Service since 1998, is currently deputy director of the New Technologies and Production Methods Division. He has served as director of the USDA Intellectual Property Rights Office at Embassy

Beijing and as an agricultural attaché in Moscow. He grew up in Fountain City, Indiana, and earned a bachelor's degree in environmental science from Purdue University and master's degrees in agricultural economics and food safety from Purdue University and Michigan State University, respectively. Petry and his wife have two children.



**AMBASSADOR**  
**THOMAS BOYATT**  
**RETIREE VICE PRESIDENT**

Ambassador (ret.) Tom Boyatt entered the Foreign Service in 1959 and retired in 1984 as a career minister. During his career, he served in every cone and at posts in four of the five geographic bureaus. He earned the

Department of State's Heroism Award and AFSA's Lifetime Contributions to American Diplomacy Award for his service. Within AFSA, Boyatt has served as president, vice president and treasurer. He was born in Wyoming, Ohio, and received a bachelor's degree from Princeton University and a master's degree from the Fletcher School of International Law and Diplomacy.



**AMBASSADOR**  
**PATRICIA BUTENIS**  
**RETIREE REPRESENTATIVE**

Ambassador (ret.) Patricia Butenis most recently served as dean of the School of Professional and Area Studies in the Foreign Service Institute before retiring in 2014 with the rank of career minister.

She has previously served as ambassador to Sri Lanka, the Maldives and Bangladesh; deputy chief of mission in Baghdad and Islamabad; and consul general in Warsaw and Bogotá. Her service in Iraq earned her the Baker-Wilkins Award. Raised in New Jersey, Butenis received a bachelor's degree from the University of Pennsylvania and master's degrees from Columbia University and the National War College.



**LAWRENCE CASSELLE**  
**STATE REPRESENTATIVE**

Lawrence W. K. Casselle is a supervisory special agent with the State Department's Bureau of Diplomatic Security and branch chief for Overseas Protective Operations, Western Hemisphere Affairs. He joined DS

as a special agent in 2003 and served with the New York Field Office, the department's Operations Center and Secretary of State Condoleezza Rice's protective detail. He has also served overseas as assistant regional security officer at Embassy Abu Dhabi and Embassy Kabul, and as regional security officer at Embassy Belmopan. A native of Las Vegas, Nevada, he earned a bachelor's degree from Hampton University.



**JEFFREY COCHRANE**  
**USAID REPRESENTATIVE**

Jeffrey Cochrane has been with USAID for more than 20 years. Currently a desk officer for Bosnia, Serbia and Kosovo, he has directed economic growth offices in West Africa and Iraq, and served as division chief for information and communications

technology in the Office of Infrastructure. Cochrane earned a bachelor's degree from Brown University and a Ph.D. from the University of Wisconsin. He lives with his husband, Robert, in Washington, D.C.



**JOHN DINKELMAN**  
STATE REPRESENTATIVE

John Dinkelman assumed his duties as director of the State Department's Office of Caribbean Affairs in August 2014. He previously served in Yugoslavia, the United Kingdom, the Marshall Islands, the Netherlands, Turkey, Mexico and the Bahamas (as chargé d'affaires). Domestically, he has worked with the Orientation Division at the Foreign Service Institute. His service in training incoming Foreign Service officers earned him the State Department's 2006 Arnold L. Raphael Memorial Award. A graduate of Brigham Young University, Dinkelman has degrees in business and Spanish and lives with his wife and their three children.



**ERIC GEELAN**  
STATE REPRESENTATIVE

Eric Geelan joined the Foreign Service in 2002. Following his initial tour, a consular/political rotation in Caracas, he spent a year learning Arabic at the Foreign Service Institute. He has subsequently served as an assistant cultural affairs officer in Jerusalem, as a deputy in the political section in Panama and as the leader of the political-military team in London. He is currently deputy director of the International Security Operations Office in the Bureau of Political-Military Affairs. Originally from New York City, Geelan received a master's degree in contemporary European history and a bachelor's degree in politics.



**JOSH GLAZEROFF**  
STATE REPRESENTATIVE

Josh Glazeroff has 18 years of experience in the Foreign Service. He has served overseas in Santo Domingo, Durban and New Delhi. Domestically, he was Burma desk officer, a career development officer in the Bureau of Human Resources and a senior watch officer in the Operations Center. He currently manages the Office of Fraud Prevention Programs for the Bureau of Consular Affairs. Glazeroff was born in Detroit, Michigan; grew up in Newburgh, New York; and earned a bachelor's degree in biology from Harvard College and a master's degree in teaching biology from Brown University.



**DEAN HAAS**  
RETIREE REPRESENTATIVE

Dean J. Haas is a part-time training consultant and leadership coach at the Foreign Service Institute. He also maintains a private coaching practice, DJH Coaching. A member of the Foreign Service from 1987 to 2011, Haas was consul general in Ciudad Juarez and deputy chief of mission at Embassy Ljubljana. Domestically, he served as executive director of the Bureau of Consular Affairs, director of the Entry Level Division of the Bureau of Human Resources and deputy executive secretary on the National Security Council staff. Haas holds a bachelor's degree from the University of California-San Diego and is certified as both a professional co-active coach and an associate coach.



**MARGARET D. HAWTHORNE**  
STATE REPRESENTATIVE

Margaret "Nini" Hawthorne is director of the Crisis Management Training Division at the Foreign Service Institute. She previously served as the deputy chief of mission at Embassy Belmopan, head of the political external unit at Embassy Moscow, senior France desk officer and director of regional affairs in the Office of the Coordinator for Counterterrorism. A native of Chicago, Illinois, Hawthorne holds a Juris Doctor from The George Washington University, master's degrees from the University of Chicago and the International College of the Armed Forces, and a bachelor's degree from Denison University.



**AMBASSADOR AL LA PORTA**  
RETIREE REPRESENTATIVE

During 38 years in the Foreign Service, Ambassador (ret.) Al La Porta served as ambassador to Mongolia, political adviser to the commander of NATO forces in Southern Europe, executive director to the special envoy for the Multilateral Assistance Initiative and director of the Office of Cambodian Genocide Investigations. Within AFSA, he was vice president for State and president. La Porta currently serves part-time as a senior shift director in the Bureau of Political-Military Affairs and advises the U.S. Pacific Command, the U.S. Africa Command and the Joint Staff/J7. He earned a bachelor's degree from Georgetown University and master's degrees from New York University and the National War College.



**PHILIP G. LAIDLAW**  
STATE REPRESENTATIVE

Philip Laidlaw became a Foreign Service officer in 1992 and currently serves as director of the Office of Policy Planning and Coordination in the Bureau of Western Hemisphere Affairs. He has also served as chargé d'affaires at Embassy Caracas and

deputy director of the Office of Andean Affairs. Other overseas assignments include Tirana, Sarajevo, Madrid, La Paz and San Salvador. Originally from Florida, Laidlaw earned bachelor's degrees in mathematics and economics from Wake Forest University and a master's degree from the National War College.



**AMBASSADOR JOHN W. LIMBERT**  
RETIREE REPRESENTATIVE

Ambassador (ret.) John Limbert is a professor of Middle Eastern studies at the U.S. Naval Academy. During a 34-year career in the Foreign Service, he served primarily in the Middle East and Islamic Africa,

including an assignment as ambassador to Mauritania. After serving as dean of the language school of the Foreign Service Institute, he retired in 2006 with the rank of minister counselor. In 2009, he was called back to the State Department, to be the first deputy assistant secretary for Iran in the Bureau of Near East Affairs, a post he held until November 2010. Limbert holds the department's highest award—the Distinguished Service Award—and the Award for Valor. He served as AFSA president from 2003 to 2005. A native of the D.C. area, he earned his Ph.D. in history and Middle Eastern studies from Harvard University. He is married with two children and four grandchildren.



**PETER NEISULER**  
STATE REPRESENTATIVE

Peter Neisuler recently concluded a tour as the human resources adviser for the 2015 Quadrennial Diplomacy and Development Review. He has previously served as senior desk officer for the Benelux countries in the Bureau of European and

Eurasian Affairs, human rights and frozen conflicts officer in Moscow, vice consul in Skopje and branch public affairs officer in Dubai. Prior to joining the Foreign Service, he served as a Presidential Management Intern (now known as a Presidential Management Fellow) in the Bureau of Democracy, Human Rights and Labor. Neisuler lives in Arlington, Virginia, with his wife and their two sons.



**ERIN O'CONNOR**  
STATE REPRESENTATIVE

Erin O'Connor is a Texas native with more than six years in the Foreign Service. A consular-coned officer, O'Connor is the desk officer for Eritrea and Djibouti in the State Department's Bureau of African Affairs.



**LEAH PEASE**  
STATE REPRESENTATIVE

Leah Pease joined the Foreign Service in 2001. She most recently served as a Lawrence S. Eagleburger Fellow with ExxonMobil's public and global affairs division. Previously, she served as deputy public affairs adviser at the U.S. Mission to the

North Atlantic Treaty Organization in Brussels, desk officer for the United Kingdom and Ireland, management officer at Consulate General Belfast and consular officer in Caracas. Pease has a bachelor's degree in Spanish and a master's degree in public policy.

**COREY PICKELSIMER**  
FAS REPRESENTATIVE

Corey Pickelsimer is director of the Foreign Agricultural Service Trade and Scientific Exchange Division. He entered the Foreign Service in 2006 and has since served as senior agricultural attaché at Embassy Pretoria and as agricultural attaché at Embassy Bangkok. Pickelsimer has a bachelor's degree in agribusiness and a master's degree in agricultural economics from Washington State University. He and his wife have two children.



**MARK PRESCOTT**  
APHIS REPRESENTATIVE

Mark Prescott joined the U.S. Department of Agriculture's Animal and Plant Health Inspection Service in 2002 and has served as the APHIS attaché to Tokyo and Brasilia. In 2013, he was named assistant director of APHIS' International Trade

and Regulatory Capacity Building staff in Washington, D.C. Prior to becoming a member of the Foreign Service, Prescott worked with the U.S. Forest Service, served as a Peace Corps Volunteer in Lesotho and had his own private practice for two years. He has a doctorate in veterinary medicine from Tufts University.



**LORRAINE SHERMAN**  
**USAID REPRESENTATIVE**

Lorraine Sherman is a career Foreign Service officer with USAID. She currently serves as senior adviser to the Office of Transition Initiatives within the Bureau for Democracy, Conflict and Humanitarian Assistance. She was previously a congressional liaison officer with the Bureau for Legislative and Public Affairs and an executive officer in Nairobi, Kabul and Pristina. She is a decorated U.S. Army veteran with bachelor's degrees from Rutgers University, a Juris Doctor from Boston University School of Law and a master's degree from the School of Advanced Military Studies at the Command and General Staff College. Sherman resides in Orlando, Florida, and Rosslyn, Virginia.

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**SAMUEL THIELMAN**  
**STATE REPRESENTATIVE**

Samuel Thielman has worked as a psychiatrist for the Department of State since 1999. Currently senior adviser for resilience at the Foreign Service Institute, he has previously served as director of Mental Health Services and regional psychiatrist for East and Central Africa, the Horn of Africa, and Central and Western Europe. He also helped develop the department's High Stress Assignment Outbriefing program. A resident of Montreat, North Carolina, Dr. Thielman received his training at Duke University. He is the author of more than 40 professional publications and currently holds adjunct academic positions at the Duke University School of Medicine and the Uniformed Services University of the Health Sciences.

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**PATRICIA WINGERTER**  
**STATE REPRESENTATIVE**

Patricia "Tricia" Wingerter is an office management specialist who has served at more than nine posts in three regional bureaus. Wingerter recently transferred from Embassy London to take up the position of logistical coordinator for the ambassadorial seminar at the Foreign Service Institute's Leadership and Management School. ■

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## AFSA's New Book Captures Foreign Service History

The American Foreign Service Association held a book launch on July 13 for its latest publication, *The Voice of the Foreign Service: A History of the American Foreign Service Association*, written by author and former diplomat Harry W. Kopp.

From the early history of diplomacy and the beginnings of the professional Foreign Service and AFSA in 1924, the book takes readers from Benjamin Franklin to the Rogers Act of 1924, and the Foreign Service Acts of 1946 and 1980, and on into the 21st century.

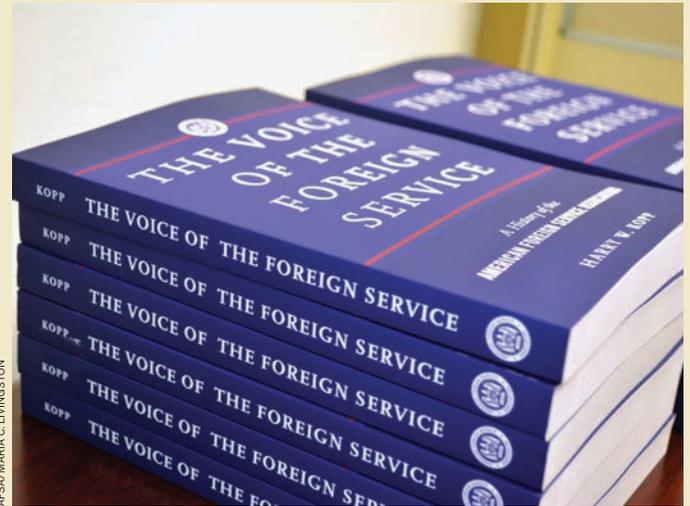
The author also traces AFSA's transformation from a benevolent society to an independent professional organization and exclusive employee representative of all members of the U.S.

Foreign Service.

Outgoing AFSA President Robert J. Silverman and Ambassador (ret.) William C. Harrop, a major figure in AFSA's history who helped get the project going, offered remarks to an audience of current and former diplomats, AFSA staff and Foreign Service associates.

Kopp followed by explaining his motivation for writing the historical account: "I hope that this book will help AFSA and the Service understand the past. When you know how you got to where you are, you have a better chance of figuring out how to move on to where you want to be."

He also made a special plea to the new AFSA Governing Board to create a digitized collection of *The Foreign Service Journal*, one



AFSA/MARIA C. LIVINGSTON

Attendees had a chance to purchase copies of the book during the reception.



Author Harry Kopp addresses the gathering at the July 13 launch of *The Voice of the Foreign Service*.

of the primary sources for the book.

The *Journal* has produced news and commentary on diplomacy and foreign affairs by the country's leading practitioners since 1924, but can be found in its entirety only in the Library of Congress, the department's Ralph J. Bunche Library and AFSA headquarters. Kopp implored that it be preserved in digital format so that more historians could access its content worldwide.

The former diplomat admitted his initial expectation, that documenting the concurrent histories of AFSA and the Foreign Service would be simple, turned out to be a gross miscalculation. "The Foreign Service is small. But it is the most carefully examined, picked over, x-rayed and MRI'd institution in the government, maybe in

the country."

Kopp is the author of two previous books, *Career Diplomacy* and *Commercial Diplomacy and the National Interest*. During his Foreign Service career he served as deputy assistant secretary of state for international trade policy in the Carter and Reagan administrations and as deputy chief of mission at Embassy Brasilia.

AFSA thanks the Nelson B. Delavan Foundation for its financial support of the book project. Published by Foreign Service Books, AFSA's book publishing division, *The Voice of the Foreign Service* is now available through AFSA and all major book retailers.

For more information and to order, please go to AFSA's website: [www.afsa.org/voice](http://www.afsa.org/voice). ■

—Amy Jones,  
Communications Intern

## A Visit with USAID Acting Administrator Lenhardt

American Foreign Service Association representatives met with USAID Acting Administrator Alfonso Lenhardt on June 5 to address disparities in benefits between USAID and State Department Foreign Service officers and to raise concerns regarding problematic assignments and hiring practices.

Then-AFSA President Robert J. Silverman and USAID Vice President Sharon Wayne led the AFSA delegation. Acting Administrator Lenhardt was accompanied by other high-level USAID participants, including Deputy Chief of Staff Michelle Sumilas, Counselor Susan Reichle and Senior Advisor John Spears.

USAID management shared AFSA's concern about continuing gaps in benefits packages and agreed to



AFSA met with USAID leadership on June 5. From left: AFSA Senior Legislative Assistant David Murimi, AFSA Labor Management Counselor Colleen Fallon-Lenaghan, former AFSA President Robert J. Silverman, USAID Acting Administrator Alfonso Lenhardt, AFSA USAID Vice President Sharon Wayne and AFSA Governing Board Representative Jeff Cochrane.

work with AFSA on securing certain benefits for USAID FSOs, such as automatic enrollment in TSA Pre-Check, eligibility for USAA membership and establishment of a

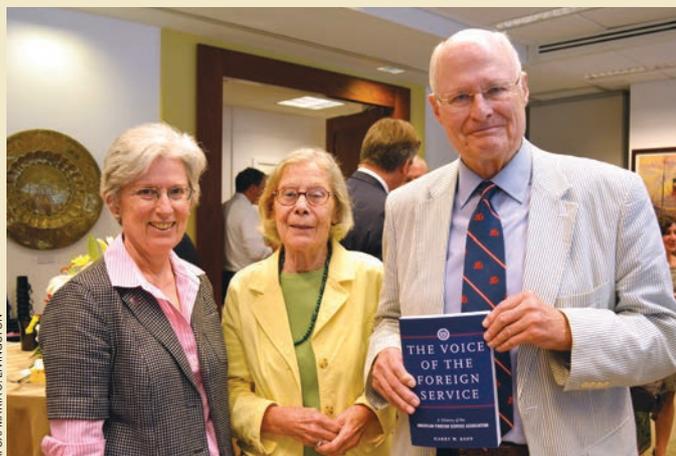
temporary-duty housing program in the United States. In addition, Lenhardt welcomed AFSA's advocacy efforts to realize full implementation of Overseas Comparability Pay.

Silverman raised the increasingly problematic practice of hiring Foreign Service Limited employees—a program initially intended to staff critical priority countries—to fill domestic supervisory jobs.

The acting administrator maintained that FSLs are only used to meet critical agency needs, which includes compensating for the death of USAID FSOs returning for assignments in Washington, D.C.

The meeting resulted in a firm commitment by both parties to continue collaboration on achieving benefits parity and improving transparency in hiring and assignments. ■

—Maria C. Livingston,  
Associate Editor



The history book project commenced in 2012 under the leadership of then-AFSA President Susan Johnson, and was made possible by the generous support of the Nelson B. Delavan Foundation. From left: Johnson, Ann Delavan Harrop and Ambassador William C. Harrop.



Harry Kopp with members of AFSA's publications division. From left: Managing Editor Susan Maitra, Kopp, Editor Shawn Dorman and Editorial and Publications Specialist Brittany DeLong.

# Diplomatic Security Wins Gold in 2015 World Police and Fire Games

Ten AFSA members from the State Department's Bureau of Diplomatic Security were among more than 12,000 athletes competing in this year's World Police and Fire Games. The biennial event—which boasts the world's largest pool of competitors, beating out even the Olympics—was held in Fairfax, Virginia, from June 26 to July 5.

Active and retired law enforcement and fire service personnel from roughly 70 countries competed. Estab-



From left: SAs Chip McElhattan (ret.), Leslie Jones, Kendal Beels and Bart Brown. Beels took first in the 200-meter and fourth in the 400-meter freestyle swim events.

COURTESY OF CHRIS DEEDY

lished in 1985, the games are held to honor the men and women who put their lives on the line every day to serve and protect. Events ranged from traditional favorites such as bodybuilding and soccer to the less conventional tug of war and orienteering.

DS special agent (SA) athletes participated in the half-marathon, cross-country, softball, CrossFit, freestyle swim, open-water swim, breaststroke,



SA Bart Brown took 20th in the triathlon competition.

COURTESY OF CHRIS DEEDY



SA Nick Dornsife bikes to 11th place in the triathlon.

COURTESY OF CHRIS DEEDY

biathlon, triathlon, street cycling, mountain biking and world's toughest competitor events.



SA Chris Deedy grabs 15th place in the CrossFit competition.

COURTESY OF CHRIS DEEDY

SA Maria Amaya was a top competitor in her class, taking first place in the women's 10,000-meter cross-country race and second in the women's half-marathon. SA Kendall Beels placed first in her class in the women's 200-meter freestyle swim.

SAs James Billington and Allison Meconi took home the bronze in their class in the biathlon team competition, and SA Patrick Leonard won third in his class in the men's triathlon.

Several other DS athletes performed well in their respective competitions. AFSA congratulates all DS athletes and looks forward to cheering them on at the 2017 World Police and Fire Games in Montreal.

—Maria C. Livingston, Associate Editor



Special Agents Jan Hiemstra (left) and Denise Timmermans in the running portion of the triathlon.

COURTESY OF CHRIS DEEDY



AFSA/MARIA C. LIVINGSTON



## AFSA ON THE HILL

# State Authorization Update

On June 9, the Senate Foreign Relations Committee voted the Department of State Operations Authorization and Embassy Security Act, Fiscal Year 2016, out of committee. The move is significant, as it brings the Congress one step closer to passing an authorization bill for State, something which has not happened since 2002.

The House Foreign Affairs Committee's markup of its 2015-2016 authorization is postponed at this time.

AFSA has been working hard to advocate enactment of the authorization. During the past several months,

AFSA has visited more than three dozen offices on the Hill, hosted a congressional reception and submitted testimony.

While neither the Senate nor the House bill is perfect, each includes positive elements. AFSA continues to engage House and Senate staff on the problematic issues. The Senate bill contains the following notable provisions:

**Section 304** calls for a report on special envoys, representatives, advisers and coordinators at State in an effort to identify and prevent duplicate responsibilities.

**Section 310** seeks to ensure that FS compensation

levels are achieving the purposes of recruiting, retaining and maintaining a premier diplomatic corps. However, AFSA is concerned about the potential misuse of this provision and its possible negative impact on the compensation packages of prospective FS members.

**Section 313** will bring more transparency into the chief of mission nomination process by requiring certificates of demonstrated competence to be posted online.

**Section 314** instructs the Secretary to establish the right for employees to appeal any assignment restriction or preclusion. It also proposes

to amend section 503(a)(2) of the Foreign Service Act of 1980 to ensure that members are not assigned to or restricted from a position on the basis of their race, ethnicity or religion.

**Sections 317, 318 and 319** promote equal opportunity for all races, ethnicities, ages, genders and service-disabled veterans; expansion of international affairs and development fellowships available to minority students; and increased retention of mid- and senior-level professionals from underrepresented groups. ■

—Javier Cuebas,  
Director of Advocacy

## NEWS BRIEF

### EDITORIAL BOARD'S SEPTEMBER SONG

September saw the usual turnover in the Foreign Service Journal's Editorial Board, as old members departed for new adventures and new blood arrived.

The board has a new chair, State Foreign Service Officer Beth Payne, a continuing board member who took over the chair in June upon the departure of State FSO Jim DeHart, who was moving on to a position as deputy chief of mission in Oslo.

Our other new members are USAID FSO James Bever, State Foreign Service Specialist Angela Bond and State FSOs Eric Green and Kara McDonald.

In addition to Jim DeHart, departing members are Ruth Hall, Richard McKee and Maria Livingston. They will be missed. Happily, Maria has taken the position of associate editor of the *Journal* and editor of AFSA News.

The all-volunteer board is comprised of active-duty and retired Foreign Service members, and is open to select representatives from all the foreign affairs agencies who are also members of AFSA. Editorial Board members are appointed by the AFSA Governing Board and meet each month to evaluate manuscripts, decide on future issue topics and help ensure that the *Journal* speaks effectively to the issues of importance to the Foreign Service.

Those interested in serving on the board should keep an eye out for notices about upcoming vacancies, which are generally publicized every spring. Or, send a note of interest at any time to Editor Shawn Dorman at [dorman@afsa.org](mailto:dorman@afsa.org). ■

## Taking Notes from the Navy LWOP Experience

On June 26, U.S. Navy Commander Christine Caston, Lieutenant Commander Jeffrey Morin and Lieutenant Ashley Morris briefed American Foreign Service Association representatives and State Department human resource officials on the Navy's pilot "career intermission" program.

Then-AFSA State Vice President Matthew Asada organized the discussion as part of the association's ongoing efforts to help the Quadrennial Diplomacy and Development Review team implement the 2015 QDDR's recommendations, including the proposed career sabbatical.

The Navy's Career Intermission Program (CIPP) was launched in 2009, spurred by a changing workforce and a younger generation's expectations of career flexibility; it

will continue as a pilot until 2019. Members of the Navy may apply for the program to, for example, start a family, volunteer, pursue higher education or take care of parents.

Participants receive a monthly stipend (one-fifteenth of regular pay, the going rate for drilling reservists), active-duty medical benefits for themselves and their dependents, and coverage of relocation costs to anywhere in the United States. Time away is not counted toward retirement, but returning employees receive assignments as if they had never left.

Approximately 91 people have participated in the program so far. Applicants are assessed on merit, fitness, sustained performance, leadership, resourcefulness and future potential. Certain career milestones must be



U.S. Navy Commander Christine Caston (left) and Lieutenant Commander Jeffrey Morin visit AFSA headquarters on June 26.

met prior to taking the CIPP option to ensure that participants will be competitive when they return.

The Navy is gathering data to gauge the CIPP's impact on participants' careers, though it is still too early to draw sweeping conclusions. However, nearly 100 percent of participants have self-reported that they returned to work reinvigorated and more

excited about their careers.

The Navy has the most advanced LWOP program of the military service branches; others have only begun trialing programs within the last several years. According to AFSA's guests, the CIPP is already positively influencing views of the Navy as a more flexible and viable career option. ■

—Shannon Mizzi,  
Editorial Intern

## Summer Fellows Reception

Thomas R. Pickering, Charles B. Rangel and Donald M. Payne Fellows interning at the State Department and USAID this summer attended a welcome reception at AFSA headquarters on June 9.

This is the second year that the Thursday Luncheon Group and the Association of Black American Ambassadors have sponsored the event intended to build a sense of community for graduate and undergradu-

ate fellows soon joining the Foreign Service. The fellowships are State and USAID's premiere vehicles for boosting diversity within the ranks of the FS.

The evening featured an all-star lineup of speakers, including Ambassador Edward Perkins, Amb. Tom Pickering, Representative Charles Rangel (D-N.Y.) and Deputy Secretary of State for Management and Resources Heather Higginbottom. ■



2015 Pickering Fellows. Back row, from left: Sarah Lombardo, Joshua Gregory, Leyth Swidan, Raymond Nelson, Ritchell Madikaegbu, Aquilla Hines, Danielle Veal, Ramata Sow, Bintu Musa and Juan Clar. Front row, from left: Mariya Ilyas, Alejandra Baez, Jason Fauss, Victoria Durgana and Whitney Dixon.

■ **David Lee Bleyle**, 66, a retired Foreign Service officer, died on July 2 in Portland, Ore., of complications from Crohn's disease and acute myeloid leukemia.

Mr. Bleyle was born and raised in Tonawanda, N.Y., a suburb of Buffalo, by his grandparents Willard and Eva Bleyle. He graduated from the State University of New York College of Environmental Science and Forestry with a bachelor's degree in polymer chemistry and an ROTC commitment to the U.S. Army starting in 1970.

While in the Army, he completed an MPA through Brigham Young University and finished his career in 1976 as a captain.

Mr. Bleyle's career continued in the Foreign Service, where he served in Leningrad (1977-1979), Sydney (1979-1981), Beijing (1982-1984 and 1988-1991), Stockholm (1984-1987) and Taipei (1987-1988 and 1996-1997). In Washington, D.C., he had assignments at the Foreign Service Institute (1981-1982 and 1991-1994) and the Office of Oceans, Environment and Science (1994-1996).

From 1997 to 2000, Mr. Bleyle served as science counselor in Beijing. That was followed by a stint in Portland, Ore., at the U.S. Center for Sustainable Development and service as consul general in Chengdu from 2001 to 2003.

Mr. Bleyle retired to Beaverton, Ore., in 2003. He served on the boards of trustees for three nonprofits: the Oregon College of Oriental Medicine, the Northwest China Council and Kham Aid.

His love of travel and new experiences continued in retirement with motorcycling. He rode his neon-yellow Can-Am Spider throughout the Northwest and Western states and Canada.

Mr. Bleyle is survived by his wife, Kathy Hobson Bleyle; two daughters, Dawn and Lisa; two grandchildren, Holden

and Madeline; dogs Murphy, Daisy and Ripley; and cats Ginger and MeiMei, who all live together in Beaverton.

Memorial contributions may be made in Mr. Bleyle's name to Mercy Corps International ([www.mercycorps.org](http://www.mercycorps.org)) or the food bank in your area.

■ **James Davis Burns Jr.**, 72, a retired FSO, died in May at his home in San Antonio, Texas, of complications from diabetes.

Mr. Burns was born on Aug. 15, 1942, to Katheryn Amanda (Flynt) Burns and James Davis Burns Sr. He graduated from Gardiner High School in Laurel, Miss., and went to Jones County Junior College, Mississippi State and then the University of Missouri, where he graduated with degrees in history and journalism.

He married Jeanne Ellen Michael on Sept. 3, 1966, and they had two children, Erin Renee and Shaun Michael.

Mr. Burns joined the Foreign Service in 1967 and served for 27 years at posts in Thailand (two tours), Chile, Bolivia, Peru, Guyana and Pakistan. He felt at home in all cultures and loved learning everything about them, including their languages.

While he enjoyed all his posts, Mr. Burns' favorite assignment was Bangkok, where he was director of the American University Alumni Language Center during the 1980s. He retired in 1995 and settled in San Antonio, Texas.

Mr. Burns loved baseball, reading, fishing, music, all animals, politics, an energetic debate and a good cigar. His friends and family remember him for his great stories, his love of the written word, his sense of humor, his strong convictions about right and wrong and his special spaghetti sauce.

They recall his practical jokes and teasing, and the laughter these episodes elicited from him. He was a friend to strangers, and made a significant differ-

ence in the lives of those he touched.

Mr. Burns is survived by his mother, Katheryn Burns; his sister, Sue Burns; his children, Erin and Shaun Burns; his grandchildren, Cass Ardell, Madeleine Burns and Cassidy Burns; and his former wife and friend, Jeanne Michael Burns.

Memorial donations may be made in Mr. Burns' name to the Diabetes and Wellness Foundation.

■ **Oliver Sexsmith Crosby**, 94, a retired FSO and former ambassador to the People's Revolutionary Republic of Guinea, died of heart failure on Oct. 25, 2014, surrounded by his family.

Mr. Crosby was born on April 27, 1920, in Philadelphia, Pa., to Henry Lamar Crosby and Olive Williams Crosby. After attending Penn Charter School, he graduated from the University of Pennsylvania and received a master's degree from the Johns Hopkins School of Advanced International Studies.

Mr. Crosby served as an officer in the U.S. Navy during World War II, with 19 months of duty on a destroyer escort in the North Atlantic before being transferred to a cruiser in the Pacific in 1945. He ended his tour as a lieutenant.

In 1947 Mr. Crosby joined the Foreign Service. His first overseas post was Athens, where he married his first wife, Eleanor S. Crosby. Subsequent postings included Tel Aviv and the American consulate in Tabriz, Iran, where he climbed Mt. Ararat.

After a four-year assignment in Berlin, he became a U.S. government observer with the Belgian Antarctic Expedition from 1958 to 1959. Following an assignment in Washington, D.C., he served in Nicosia, Bamako and Lagos.

In 1977 President Jimmy Carter appointed Mr. Crosby U.S. ambassador to the People's Revolutionary Republic of

Guinea, where he served until 1980.

On retiring from the Foreign Service in 1980, Ambassador and Mrs. Crosby settled in Hancock Point, Maine, in the home where Amb. Crosby had been a summer resident since the age of 2.

He was a co-founder of the Frenchman Bay Conservancy and served on its board for many years. He worked energetically for the purchase of Tidal Falls, now a public park in Hancock. He founded a summer school scholarship program for local children to encourage them to consider a college education, and helped set up a club for teenagers.

Amb. Crosby was predeceased by his first wife of 52 years, Eleanor, and his younger son, Hunter. He is survived by his second wife of 10 years, Beryl; a son, Michael Crosby (and his wife, Carol); a daughter, Jane Giles (and her husband, David); a daughter-in-law, Linda Crosby McDowell; grandchildren Julie, Sarah, Gareth, Nicki and Mackenzie; and a great-grandson, Noah.

■ **Jay Phillip Freres**, 81, a retired FSO, died on June 19, outside his home in Clearwater, Fla., when he was struck by lightning.

Mr. Freres was born in Peoria, Ill., in 1933 to Glenn and Olive Freres. After graduating from the local high school, Spaulding Institute (1951), he received a B.A. (1954) and M.A. (1956) from Bradley University and a BSFS from the Georgetown University School of Foreign Service (1955). He was fluent in Arabic, Persian/Dari, Hebrew, German and Spanish, proficient in Turkish and knowledgeable in Bengali.

In 1956, Mr. Freres enlisted in the U.S. Army and was stationed in Germany with the U.S. counterintelligence corps. There he met the love of his life, Maria Kauer, a native of the former Czechoslovakia, and

the couple married on July 4, 1960.

Also in 1960, Mr. Freres joined the U.S. Foreign Service. His first overseas assignment, to Afghanistan as general services officer and consular officer (1960-1962), was followed by postings as an economic-commercial officer to Guatemala (1963-1965) and Germany (1967).

He served in Israel as a political officer (1967-1971), in Egypt as political-economic officer (1971-1972), in Bangladesh as an economic-commercial officer (1972-1974) and in Nicaragua (1976-1978). Mr. Freres then returned to Afghanistan as chief of the economic-commercial section (1978-1980).

Following a temporary duty assignment as consul general in India (1980), Mr. Freres was posted to Turkey as chief of the political section (1989-1991), then to Saudi Arabia as consul general (1986-1989) and, finally, to Bahrain as deputy chief of mission (1989-1991).

Assignments in Washington, D.C., included Arabic-language training at the Foreign Service Institute (1965-1967), service as an analyst with the Bureau of Intelligence and Research (1974-1976) and a year at the National War College (1980-1981).

Mr. Freres' many hardship assignments included an evacuation of his family from Beirut during the Six Day War, participation in negotiations after the kidnapping of U.S. Ambassador Adolph Dubs in Afghanistan and service in the Arabian Gulf during the first Gulf War.

Everywhere he served, Mr. Freres immersed himself in the local customs, history and culture. He received several Meritorious Service Awards, as well as a Superior Honor Award.

On retiring in 1991, Mr. Freres and his wife settled in Clearwater. He worked on an intermittent basis for the State Department's Freedom of Information

Act Office in Washington, D.C., and from 2002 to 2007 he had a contract at U.S. Central Command in Tampa, Fla., as a liaison for the State Department. He was also very active in his parish, Saint Catherine of Sienna.

On June 19, as he did almost every day, Mr. Freres donned his floppy cap and sturdy sneakers for a walk in his neighborhood, stopping to chat with neighbors. Family and friends remember his outgoing nature and warm personality.

Mr. Freres is survived by his wife, Maria; four children, Phillip of Yorktown, Va., Chris of Madrid, Spain, Monica of Washington, D.C., and Anita of Vienna, Va.; their spouses; and seven grandchildren.

Memorial donations in Mr. Freres' name may be made to Americans United for Life or Catholic Relief Services.

■ **Charles Jones Jr.**, 75, a retired FSO, died in his sleep on May 8.

Mr. Jones was born in Memphis, Tenn., and raised in Detroit, Mich., where he attended Mumford High School and participated in the school orchestra and All-City Band as a trumpet player. After graduating from high school, he served a five-year enlistment in the Air Force before joining the State Department.

Mr. Jones, whose 30-year Foreign Service career began in communications, served as a consular officer and general services officer in many of the world's hot spots: Egypt during the Six Day War, Germany during the Soviet invasion of Czechoslovakia, Saigon as it fell in April 1975, Antigua during the Grenada invasion and Dakar during the Senegal-Mauritania border conflict. He was also posted to Zaire, Papua New Guinea, France, Canada and Ireland.

In 1979, Mr. Jones, then a communications specialist at Embassy Tehran, was taken hostage along with 51 colleagues.

Although treated harshly by his captors during 444 days of confinement, Mr. Jones often said that he would not change any of his Foreign Service experiences.

After retirement, Mr. Jones and his Canadian wife, Maria, settled in Vancouver, British Columbia. He embarked on a new career as an actor, appearing in many television programs, movies and commercials, either as a background performer or in a principal role. He served on the executive board of the Union of British Columbia Performers.

Following the events of 9/11, Mr. Jones decided to return to the United States, and he and Mrs. Jones settled in Sequim, Wash.

Mr. Jones delighted in travel and adventure, meeting people and making friends all over the world. He enjoyed his neighbors, and loved a good, well-grounded political or philosophical disputation. Friends and family will miss his infectious laugh and the many profound and involved conversations he would have with anyone daring to take on the subject of the day.

Mr. Jones was predeceased by his parents, Charles and Nannie Lou, and his daughter, Katherine. He is survived by his wife of 25 years, Maria; daughters Carla, Candice and Kari; and grandsons Paul, Ivan, Isaiah and Malick.

Donations in Mr. Jones' memory may be made to the Sequim Food Bank (144 W. Alder Street, Sequim WA 98382) or to a charity of your choice.

■ **Robert H. Locke**, 89, a retired USAID FSO, died on May 2 in Albuquerque, N.M., of complications from heart disease.

Mr. Locke was born on Jan. 3, 1926, in Philadelphia, Pa., where his father Robert H. Locke was an attorney and Latin scholar. As a child, he traveled

extensively with his family in South and Central America and Europe during the 1930s and 1940s. He experienced the horror of war while living in Antwerp in May 1940 when the German Army invaded.

He and his family left Europe, moving through France, Spain and Portugal, reaching New York and then living for a time in Rio de Janeiro before returning to Lisbon. He often spoke of the turmoil of those times.

In 1943, Mr. Locke returned to the United States, where he lived with his relatives in New Jersey while working at Owens Illinois, Inc. He served in the 394th Field Artillery Battalion of the U.S. Army, which, as part of 23 Corps, was assigned to guard the borders of Luxembourg and Belgium in May and June 1945.

He trained on 105 and 155 Howitzer artilleries.

After World War II, Mr. Locke attended night classes at the Georgetown School of Foreign Service. He began his career in the U.S. Department of State as a clerk in the U.S. Passport Office, where he met his first wife, Marguerite Thielke.

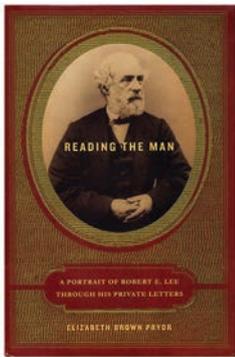
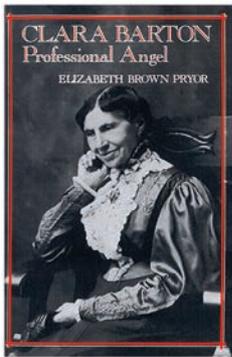
During the 1950s and 1960s, he was a general services officer for USAID missions in Afghanistan, Indonesia, Vietnam and Korea. In Afghanistan, he traveled extensively by jeep and was responsible for all supplies entering the country for the U.S. mission. In the 1970s, he was deputy chief for USAID's Overseas Property Management Office in Washington, D.C.

After retirement in 1976, Mr. Locke was a procurement consultant with the

National Park Service and Save Historic Arlington House  
Invite you to a symposium

## Changing Perspectives: Elizabeth Brown Pryor and The Reinterpretation of American History

SAVE  
THE  
DATE



24 October 2015 / 6 p.m.  
at the Women in Military Service for America Memorial Museum  
Arlington National Cemetery  
RSVP to Elizabeth's sister, Beverly Brown,  
at [bevbrown@blueyonder.co.uk](mailto:bevbrown@blueyonder.co.uk)



SAVE HISTORIC ARLINGTON HOUSE

USAID office in Washington for missions in Africa and a logistics and procurement officer for Experience, Inc. His first wife died in 1974, and he married Lois (Dody) Gambino in 1976.

Mr. Locke was an avid gardener and landscaper at the home he and Dody had in Lancaster, Pa. He spoke four languages and loved classical music.

Despite the devastation of the wars he observed as a child, a soldier and an FSO, he remained an optimist throughout his life with a deep interest in world events and concern for the people of the world.

Family and friends remember him as friendly, talkative and dignified in manner. In his later years, he overcame many illnesses with fortitude and determination, never complaining about his problems.

Mr. Locke is survived by three children from his first marriage: Shereen Shantz of Albuquerque, N.M., Bruce Locke of Tallahassee, Fla., and Kathryn Babendreier of Albany, N.Y.; seven grandchildren; and five great-grandchildren.

■ **Margaret K. Meehan**, 92, wife of retired Ambassador Francis J. Meehan, died on March 15 at her home in Helensburgh, Scotland.

Mrs. Meehan was born on March 4, 1923, in Yoker, Scotland, the third of eight children to Patrick and Annie Kearns. She attended Our Holy Redeemer primary and secondary school in Clydebank, but her education was interrupted by the Clydebank Blitz in March 1941, and the Kearns family was evacuated to Helensburgh.

The family spent most of the rest of the World War II in Glasgow, billeted under the roof of the Charles Rennie Mackintosh-designed Hill House, home of Blackie Book Publishing, before moving back to Clydebank. Her soon-to-be

husband, Frank, had also been evacuated after the Blitz and was a regular visitor to the Kearns family home in Helensburgh and Clydebank.

Mrs. Meehan went on to join the army and worked in communications. She and Mr. Meehan were courting when he received his call-up papers for the U.S. Army and was sent to Fontainebleau to complete his infantry training. The pair married in 1949 in Manhattan, where Mrs. Meehan had emigrated to work as a nanny and reunite with Mr. Meehan.

Mr. Meehan joined the U.S. Foreign Service in 1951 and rose through the ranks, specializing in Eastern European and communist affairs. The family's postings included Frankfurt (1951-1952), Hamburg (1952-1953), Paris (1953-1956), Moscow (1959-1961), Berlin (1961-1966), Budapest (1968-1972), Bonn (1972-1975) and Vienna (1975-1977).

Mrs. Meehan supported her husband throughout his career; brought up and arranged the education of their four children; and entertained and cooked for diplomats and other important guests during the 66 years of their long and happy marriage.

In 1979, when he was appointed ambassador to Czechoslovakia, Mrs. Meehan assumed the social and diplomatic responsibilities of the spouse of a chief of mission. When Mr. Meehan was appointed U.S. ambassador to Poland in 1980 and to the German Democratic Republic in 1985, she continued these duties.

Some of the family's postings were also historic: Moscow in the aftermath of the U2 spy plane incident in 1960; East Germany when spies were being swapped prior to the collapse of the Berlin Wall; and Warsaw when the Solidarity trade union emerged under Lech Walesa and General Jaruzelski declared martial law.

Mrs. Meehan accompanied her hus-

band to a meeting with Pope John Paul II in Vatican City. She was a delightful conversationalist and excellent cook and organizer.

"They say that moving house is one of the most stressful things a person can do in their lifetime, but Margaret took it all in stride as we moved from house to house a remarkable 23 times," said Mr. Meehan of his wife.

Friends and family recall Mrs. Meehan's sense of humor. She loved ballet, music, reading, flowers and sewing and became actively engaged with the interior design of some of the embassies in which her family lived. She never forgot her roots in Clydebank, which she visited often to be with family and friends.

Mr. and Mrs. Meehan settled in their home in Helensburgh, overlooking the Firth of Clyde, following Mr. Meehan's retirement in 1989. In her later years, Mrs. Meehan suffered a stroke followed by a long period of illness and incapacity with Alzheimer's disease. She was cared for by her devoted husband and children.

Mrs. Meehan is survived by her husband, Frank; their four children: Anne, Catherine, Frances and Jim; seven grandchildren and three great-grandchildren.

■ **Eleanor N. Peters**, 87, wife of the late commercial attaché T. Howard Peters, died on April 20.

Mrs. Peters was born on Feb. 13, 1928, an only child to Elmer and Opal Rollin. She married T. Howard Peters, a commercial attaché and executive director of the Far East division of the Atlantic Richfield Company.

The couple, along with their five sons, had postings abroad in Egypt, Iraq, Japan and China, and stateside in Washington, D.C., California, Washington State, Maryland and Virginia.

In her later years, Mrs. Peters relo-

cated to Washington State, settling in Port Ludlow. She continued to travel around the world to visit friends and family. She was an avid artist and a fine painter in acrylic, oil and watercolors, and skilled in torn paper art.

She also made and sold jewelry, and was a clothing designer. In her free time, she knitted clothing for her children and grandchildren, was a level 2 Reiki master, part-time astrologer and genealogist with deep roots in the Olympic Peninsula.

Mrs. Peters was a member of the Jefferson County Daughters of the American Revolution, the Port Ludlow Artists' League, the Ludlow Little Theatre Group and other genealogical and historical societies. She supported the Chimacum School District's music and scholarships program, her local Humane Society, Habitat for Humanity and the PL Fire Department.

Mrs. Peters is survived by her five sons, seven granddaughters, two grandsons and two great-grandchildren.

Memorial donations may be made to the Daughters of the American Revolution at [www.dar.org](http://www.dar.org).

■ **David R. W. Reynolds**, 87, a retired FSO, of Lander, Wyo., died on June 19 of heart failure.

Mr. Reynolds was born on Feb. 15, 1928, in New York City to author Robert F. Reynolds and Marguerite E. Gerda Reynolds. He enjoyed a rural childhood with his younger sisters, Ann and Barbara, in Newtown, Conn. He graduated in 1945 from the Putney School in Vermont and from Dartmouth College in 1949.

Mr. Reynolds met Mary Alice Kean of Elizabeth, N.J., while she was attending Smith College and he was at Dartmouth. He courted her with his winnings from poker games. The couple married in 1951 and embarked on 64 years of shared

adventure. Always together, they traveled the world, visiting many countries in Latin America, Europe, Asia and Africa. Their five children were born during overseas postings and in Washington, D.C.

After U.S. Army service in occupied Japan, where his first two children were born, Mr. Reynolds completed his M.A. at Wesleyan University, did pre-doctoral work at the Johns Hopkins School of Advanced International Studies and, later, graduated from the National War College in 1973.

He joined the Foreign Service in 1956 and served overseas in El Salvador, France, Haiti and Pakistan, as well as in Washington, D.C. In 1966, he received the Meritorious Service Award from the Department of State.

Following the trail of his great uncle William Franklin Reynolds, who explored the Yellowstone region, Mr. and Mrs. Reynolds "discovered" Lander, Wyo., and became familiar with the character and sinews of the west. In 1964, the family spent a year in Lander while Mr. Reynolds wrote a book on El Salvador's economy.

The couple settled permanently in the Lander area in 1975, and developed a bison herd at Table Mountain Ranch, perched above the Popo Agie River west of town. The Reynolds shared their buffalo meat with the community through farmers markets and at the annual Fourth of July Buffalo Barbecue.

Mr. Reynolds spent almost 40 years becoming deeply involved in the community. He was especially proud of his 26-year membership on the steering committee of the Wyoming Business Alliance, with its Leadership Wyoming Program. The Wyoming Farm Bureau, Lander Leader, Wyoming Heritage Foundation, American Legion, Wyoming Historical and Archeological Societies

and the Museum of the American West are a few of the organizations Mr. Reynolds joined.

He served as president of the National Buffalo Association and Lander Rotary, and was a life member of the Explorer's Club. He was proud to be listed in the Marquis Who's Who list and will also be remembered for his letters to the editor in the *Casper Star Tribune* and other periodicals.

Friends and family recall that Mr. Reynolds had a wonderful ability to soak up knowledge and share perspectives on a range of subjects. His generous and gregarious nature made him a valued member of the community and of the organizations he joined.

A love of adventure took Mr. Reynolds and his family from the Serengeti to the Sweetwater. His last trip, in early June 2015, was to the south of France within the walled city of Carcassonne, where the couple introduced their granddaughters to the subtleties of croissants and the siege strategies of European armies.

Mr. Reynolds was predeceased by his parents and sister, Barbara. He is survived by his wife, May; his children, Bob (and his wife, Mary) of Longmont, Colo., Linda (and her husband, Elijah Cobb) of Cody, Wyo., Martha (and her husband, Sam Dashevsky) of Fairbanks, Alaska, Laura (and her husband, Alex Blackmer) of Fort Collins, Colo., and David (and his wife, Sharon Bolles) of Talent, Ore.; eight grandchildren, Will and Bobby Reynolds, Margi and Danny Dashevsky, Courtney and Lisa Blackmer-Reynolds, and Jasper Reynolds and Kyrianna Bolles; and a sister, Ann Listokin (and her husband, Bob) of Winston-Salem, N.C.

Memorial donations in Mr. Reynolds' honor may be made to the Lander, Wyo., Rotary International Club, or to the Putney School in Vermont. ■

## Corruption As a Foreign Policy Issue

### **Thieves of State: Why Corruption Threatens Global Security**

*Sarah Chayes, W.W. Norton & Company, 2015, \$26.95, hardcover, 262 pages.*

REVIEWED BY SUSAN B. MAITRA

In this absorbing book, author Sarah Chayes makes the case that corruption—a phenomenon largely neglected by today’s policymakers—is a basic driver of instability that must be addressed.

*Thieves of State* is anchored in Afghanistan, which Chayes called home for more than a decade after landing in Kandahar in December 2001 to cover the fall of the Taliban for National Public Radio.

Dropping journalism, she worked first to launch an NGO in Kandahar for the Baltimore-based brother of President Hamid Karzai, and then founded a local agricultural cooperative and soap-making factory there.

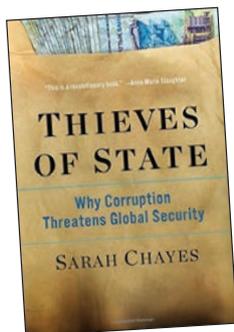
Beginning in 2009, she served as an adviser to Generals Stanley McChrystal and David Petraeus in Kabul, and then transited between Afghanistan and Washington, D.C., as special assistant to the chairman of the Joint Chiefs of Staff, Admiral Mike Mullen.

Chayes takes the reader along as gradually, through her experiences, she comes to see Afghanistan’s governmental structure as a vertically integrated criminal syndicate. In this scheme, however, first sketched out for her by Chris Kolenda, one of Gen. McChrystal’s “phalanx of colonels,” patronage is not dispensed downward, but rather the proceeds of corruption are channeled up to those sitting atop the pyramid.

Starting with Machiavelli’s admonition to the prince that theft of his subjects’ possessions would threaten his rule,

Chayes sprinkles the narrative with other examples from the archives of advice literature, “Mirrors for Princes.” From antiquity through early European history, it turns out, even the most autocratic rulers have recognized that corruption must be kept in check to preserve stability.

She also devotes several chapters to the problem of corruption in other countries—Nigeria, Egypt, Tunisia and Uzbekistan. These essays are more cursory, the spoils of short visits plus some research, and they lack the in-depth understanding she acquired in Afghanistan. It is to that story that the reader is eager to return.



As an adviser to McChrystal and Petraeus, Chayes worked hard to make anti-corruption a central element of the counterinsurgency campaign. By winter 2009, the International

Security Assistance Force’s Anti-Corruption Task Force was “on the runway,” engines revving—but it was not off the ground, and within months Gen. McChrystal was gone.

Gen. Petraeus was far more serious about going after corruption, but then failed to follow through. It is Chayes’ explanation as to why—no spoilers here—that is the most important piece of modern history in the book, and makes it required reading for all those interested in Afghanistan policy.

But was this really the whole story? Would Petraeus really have pursued her recommendations with the zeal that she recommended? Or would he have recognized that if corruption was as extensive as she said, then taking down so many officials would have caused the govern-

ment to implode—an extremely risky strategy in the middle of a war?

Perhaps he recognized that it’s very hard to fix a plane while flying it, let alone rebuild the entire thing in mid-air. This is the biggest weakness in her thesis. While persuasive in identifying the problem, her solutions for Afghanistan are less compelling. Would they have helped or hurt? We will never know.

Many military and civilian personnel who knew the author in Afghanistan may not remember her fondly, and so her candor in acknowledging some of her own mistakes is to her credit. While she ran the NGO in Kandahar, she was viewed as being in league with a faction of the Karzai clan. In the book, she admits this mistake and the extent to which she had been blinded to the corruption perpetrated by her former friends.

She acknowledges her infatuation with Gen. McChrystal’s passionate, high-energy team, as well as her underestimation of “the accompanying arrogance.” And she owns up to her own arrogance after Petraeus empowers her and her associates to infuse the troops with a new anti-corruption focus on governance.

Describing a round of briefings to the subordinate commands that were greeted with “suspicious perplexity,” she writes: “Who were we anyway? On whose authority were we telling division commanders they’d have to upend their campaigns—reassign intelligence officers, overhaul procedures for partnering with Afghan military and police officers, expose their men to the risk of retaliation, wade into politics? Fortified by that flourish Petraeus had applied to his check marks [on our PowerPoint presentation], we stuck our chins in the air, imperious.”

In two chapters following the denouement of Petraeus’ governance efforts, Chayes mines 16th- through 18th-century

history to present examples demonstrating that denying citizens any form of redress of grievances drives them to extremes. Noting that those early protestors were mostly Protestant, she traces links between reformed religion's rebellion against the church kleptocracy and the quest for representative government, and proceeds to tie this historical thread of "violent religious extremism" to al-Qaida's origins and motivation.

The book concludes with an extensive set of recommendations on how the U.S. government and others can better address the problem of corruption. The recommendations will be familiar to those who follow this discussion in the think-tank world, where anti-corruption and governance is a topic of rising interest. The extent to which Chayes is driving this discussion, or merely channeling the work of others, is unclear.

Prioritizing anti-corruption may strike many practitioners as a luxury today, when it is all we can do to manage the effects of a rapidly disintegrating Middle East. But she has done a service in highlighting the problem, putting it in a historical perspective and making a comprehensive case for elevating it as an imperative in U.S. foreign policy.

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*Susan Brady Maitra is The Journal's managing editor.*

## Morocco and the Discovery of the American Southwest

### **The Moor's Account: A Novel**

*Laila Lalami, Pantheon Books, 2014, \$15.95, paperback, 336 pages.*

REVIEWED BY RICHARD JACKSON

When I was consul general in Casablanca from 1983 to 1986, I became friends with the French historian Guy Martinet. When

he died in 2003, Martinet left me a rough outline, researched from the Spanish archives in Madrid, of the life of 16th-century Moroccan explorer Azemmouri.

Early this year, I thought of finally doing something with the story. So you can imagine my surprise when I stumbled upon *The Moor's Account* by Laila Lalami, published in late 2014. Better she than me!

Authentically written through the Moroccan and Muslim eyes of Azemmouri, this historical novel is a magnificent and creative work with deep historical research.

Azemmouri, who grew up at the start of the 16th century in Azemmour, was captured on Sept. 1, 1513, by the Duke of Braganza of Portugal during a battle in which Ferdinand Magellan was wounded.

The Portuguese sold captured young men as slaves, and Azemmouri ended up in Cadiz, sold to Spanish Captain Andrés Dorantes. Described as a "Berber slave" and renamed Estebanico, Estevanico or simply Estevan, he sailed with his owner for the New World in June 1527 as part of the six-ship fleet under Spanish Governor Panfilo de Narvaez that included 400 men and 80 horses.

Narvaez had previously participated in Spanish voyages to Jamaica in 1509, Cuba in 1511 and Veracruz in 1520. The new expedition reached the area of today's Tampa Bay in April 1528. From there, they marched north with 300 men, including Azemmouri, in search of gold and silver.

Finding none and suffering heavy losses from Indian attacks and fevers, the survivors set out from the area of Tallahassee in four crudely built rafts, two of which reached Galveston Island with 24

survivors. The other two, including that of Narvaez, foundered in a storm.

In Texas, the party dwindled to 15 and, finally, to only four survivors, including Azemmouri. For the next five years, they were held captive by Indian tribes, fleeing occasionally only to be recaptured by others.

Over time, the tiny band gained grudging acceptance by practicing crude medicine and were known as "Sons of the Sun" by local tribes. In May 1535, they journeyed westward, healing Indians along the way.

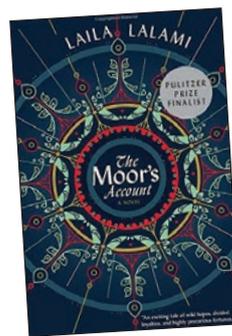
The party eventually reached Cibola, territory that now straddles the Arizona-New Mexico border, where they were killed by Zuni Indians in 1539. Father Marcos, an early Jesuit missionary, heard of their death and notified Spanish

authorities in Mexico, embroidering the account with tales of gold and precious jewels in Cibola.

When Coronado led his expedition there a year later, he found no El Dorado but only a "small rocky village" of some 150-300 reddish clay dwellings. An alternative version from the archives has Azemmouri alone reaching Mexico and leading an exploratory mission back to Cibola where, in both versions, he was killed in 1539.

Following the sketchy accounts of the ill-fated Narvaez expedition and fictionalizing the day-to-day doings and thoughts of Azemmouri, Dr. Lalami brilliantly brings to life an historical account that, until now, has mouldered in the archives relatively unknown and neglected on both sides of the Atlantic.

She is particularly perceptive in filling in what must have occurred in the interactions between Narvaez's dwindling band of would-be conquistadors and the Indian tribes along the east coast of



Florida and the Gulf Coast.

These experiences involved the group's absolute vulnerability and dependence on Indian hospitality as well as cruelty and enslavement. Lalami captures this through the perceptions of Azemmouri, himself slave to the Spaniards but increasingly their leader and only guarantor of survival. She does, however, fictionalize an ending of escape and marital bliss in place of death by Indian arrows.

Francisco de Coronado and his 1540 expedition has, of course, received all the glory for first exploring the present-day states of Arizona, New Mexico, Texas, Oklahoma and Kansas, including discovery of the Grand Canyon. And, until now, Azemmouri's earlier, epic 4,350-mile journey across North America, ending

in violent death at Cibola, 6,215 miles from home in Morocco, has been lost to history.

Azemmouri is admittedly an unlikely hero. The huge class difference between him, a Berber slave, and Coronado, the great conquistador, explains much of his obscurity. From the Moroccan side, his forced conversion to Christianity makes him an unpopular hero for Muslims.

Yet while serving in Morocco for eight years, I was often struck by the repetitive and threadbare rhetoric about the 200-year-old U.S.-Moroccan relationship and amused to read each year in the local press the text of George Washington's December 1, 1789, letter to the Sultan of Morocco.

Azemmouri's exploits add several cen-

turies to the narrative. Yet few, even in the Southwest where he was killed, are aware that vast regions of the United States were first explored on foot and by boat from 1528 to 1539 by this Moroccan adventurer.

Laila Lalami's fascinating account is well worth reading and should draw new scrutiny to this early chapter of our history. ■

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*Richard Jackson served as a Foreign Service officer from 1965 to 1999, with postings in Mogadishu, Tripoli, Thessaloniki, Athens, Rabat and Casablanca, as well as subsequent service as president of Anatolia College in Thessaloniki from 1999 to 2009. He is a regular consultant on higher education abroad and in the United States for the Council on American Universities Abroad.*

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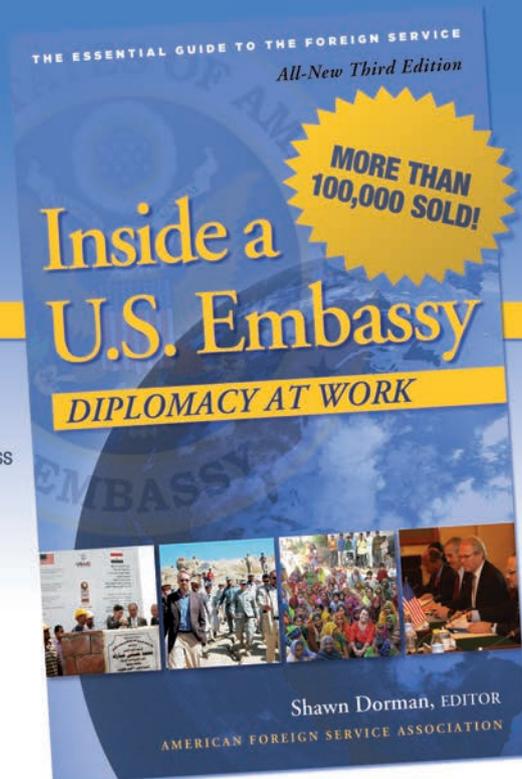
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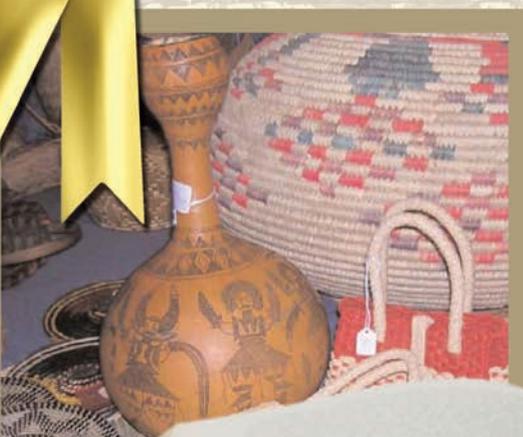
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# Dogs in Africa

BY ROBERT GRIBBIN

We acquired Mogi in Bangui, Central African Republic. A feisty little puppy, part shepherd, he grew into a 50-pound dog. Admiring his size, our Yakoma neighbors advised that he was safe on our eastern side of the city; had we lived south, “those M’baka” would put him in the pot.

Late on a Friday, the chargé got a call from Foreign Minister Joseph Poto- lot advising that he was being sent (by irascible and unpredictable President Jean Bedel Bokassa) on an urgent mission to Washington, leaving the next morning. The minister’s visa had expired so I went along to the meeting, collected his passport and promised to deliver it, visa included, at the airport the following morning.

I went home, grabbed a quick bite, tossed the passport on the coffee table and headed to the airport to meet a visitor on the evening flight. When I returned, my wife, Connie, met me: “Mogi ate Mr. Poto- lot’s passport,” she said, holding up a well- chewed, soggy mess with teeth punctures through several pages.

I envisaged my imminent departure from the country, if not from life itself. Bokassa’s government was not to be messed with. I called the chargé: “We have a problem.” He heard me out, paused and replied: “Bob, you have a problem.”

I hunkered down with a hair dryer, some cardboard shims, glue and an iron.

That was not Mogi’s only brush with officialdom.

Before long I had a more presentable, if obviously mangled document. In the morning I put a visa in it and took it to the airport, thinking the minister could either laugh or explode.

The latter possibility had me worried, but he took it in stride. He did not want to have to explain to his boss why he was not traveling as ordered. Two weeks later Potolot sent over a brand new passport for a visa.

That was not Mogi’s only brush with officialdom. Some time later he got through the fence into a neighboring compound and killed at least one rabbit that was being raised by the woman who lived there.

The lady in question was one of Bokassa’s mistresses, and her security was provided by the army. Two armed soldiers appeared at our door holding a dead rabbit and demanding restitution and retribution.

Thankfully an adequate payment resolved the matter, and we got Mogi out of country without further mishap.

Years later, in Kampala, when I came home for lunch, the gardener carted over a

big trash can for my inspection. I assumed he had killed a snake, but inside was a scrawny, filthy little puppy. A mother dog with two pups snuck through the fence to drink out of the pool, he explained. One fell in, and when he went to investigate the others ran off.

We had a new dog. She was terrified of the world, so we held her constantly; when put down, she would disappear in a flash. So that became her name. She grew into a wonderful pet—happy, loving and friendly—who rarely barked. She had eight puppies, and we kept Nike, the one who most closely resembled his mom.

On leaving Kampala in 1991, and uncertain of our next posting, we found a home for Flash and Nike with the family of a Peace Corps staff member. When I returned to neighboring Rwanda five years later, I contacted the family and offered to take the dogs back. We subsequently did a dog exchange at Mbale in southern Uganda.

I know that Flash recognized me. So Flash, Nike and Mash, another part-ridge- back, joined us in Kigali. I quickly learned to tell folks that these were Ugandan dogs, i.e., they had not been in Rwanda during the genocide when local dogs went feral and ate corpses.

Still, we penned the dogs up during events at the residence. During one July 4 reception, when the crowd quieted down for my remarks, Nike, hearing his master’s voice over the loud speaker, joined in, howling until the end.

Dogs were part of our lives and, despite the hiccups, usually a bonus in interactions with the communities around us. We were blessed for having them. ■

---

*Ambassador (ret.) Robert Gribbin spent many years in East and Central Africa, first as a Peace Corps Volunteer and then as a Foreign Service officer. When the events in this article occurred, Amb. Gribbin was a junior officer in Bangui (1974-1976), DCM in Kampala (1988-1991) and ambassador in Kigali (1996-1999). He is the author of In the Aftermath of Genocide: The U.S. Role in Rwanda (2005).*



Made famous in the animated movies named after their primary habitat, Madagascar, lemurs are easy to spot in the island nation. Yet, at the same time, illegal logging and hunting are endangering these unusual creatures and have, in fact, earned them the undesirable distinction of being one of the most-endangered vertebrates, threatened with extinction. This particular one, a ring-tailed lemur (*lemur catta*), rests on a branch in Andasibe-Mantadia National Park in eastern Madagascar after snacking on bananas. ■

*Deputy RSO for Investigations Chris Tremann is posted in Beijing. His previous tour was as RSO in Antananarivo, Madagascar, where he had an opportunity to explore the country and experience the island nation's famed flora and fauna firsthand. This photo was taken in 2009 with a Panasonic DMC-ZS7.*

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