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# Front Lines

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U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT DEC. 1999/JAN. 2000

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Decade of disasters

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Administrator outlines goals  
at all-agency meetings





# The Front Lines of a Long Twilight Struggle for Freedom

— John F. Kennedy

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

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# Dec. Jan. 1999/2000 News & Features



**Cover:** Shefkije Morina, of Pristina, Kosovo, sits amid the endless tents of the Cegrane, Albania, refugee camp in the spring of 1999.

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## FRONT LINES

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## Decade of Disasters

In the closing days of the final decade of the 20th century, tens of thousands of people were rescued from floods and mudslides after a wall of mud as high as 25 feet poured over communities on the northern coast of Venezuela. Authorities called the mudslide, which covered a 60-mile-wide swath along the normally turquoise Caribbean, Venezuela's worst disaster of the century. Venezuelan and Red Cross officials feared the death toll there could rise as high as 30,000. The number of dead will likely never be known because so many bodies were buried under the thick layer of mud that quickly became rock-hard.

The decade that had been ushered in with the Hallelujah Chorus as the Berlin Wall came down has since been called "The Decade of Disasters."

Humanitarian relief has increasingly been required for the suffering brought on by civil wars and failed states. Relief officials use the term "disaster" to cover these man-made emergencies as well as the ravages of nature. The 20th century and the 1990s ended a rush of both kinds of disasters: mass migrations from Kosovo, earthquakes in Turkey and Taiwan and militia mayhem in the villages of East Timor preceded the torrential rains in Venezuela.

In 1998, for the first time, more refugees were forced to flee their homes because of natural disasters than wars, the International Red Cross declared in its World Disaster Report. Drought, flood, deforestation and declining soil fertility drove 25 million "environmental refugees" from their communities. Natural disasters cost \$90 billion, "and this is just the beginning," the report said,

warning of a new era of "super-disasters."

The International Disaster Database, compiled by the Office of U.S. Foreign Disaster Assistance (OFDA) and the Center for Research on the Epidemiology of Disasters (CRED), shows a steady rise in the reported major disasters throughout the century. CRED analyst Darren Shaw attributes that largely to better reporting, especially since the 1960s.

In addition to the rise in reported disasters, Shaw says, two other important trends have emerged since the 1980s: Disasters are producing fewer deaths than they would have even a few years ago, "but when the big disasters come along, more people are affected." He cites, as an example, the floods of 1998 in which 223 million Chinese were affected (killed or injured; homes, businesses and communities damaged; power, schools, transportation and communications disrupted).

All over the world, more and more people are moving into the path of potential natural disasters, the Red Cross report warns.

Population growth, urbanization and movement to coastal areas increase the numbers at risk in industrialized as well as developing countries, but 96 percent of the deaths in natural disasters occur in developing countries.

The report notes that 1 billion people live in unplanned shantytowns — many perched precariously along deforested hillsides and in floodplains. Half the world's population now lives in coastal areas, with 10 million people at constant risk of having their lives disrupted and their communities ravaged by floods. Of the world's 50 fastest-growing cities, 40 are at risk of earthquakes.

Global climate change could greatly increase the risks, with rising water levels threatening low-lying islands and densely populated river basins in countries including Bangladesh, Egypt and

China and putting some of the world's largest cities — including Tokyo, Shanghai, Lagos and Jakarta — at risk.

Urban concentration in risky locations and poor construction added to the numbers of people killed or made homeless in such well-publicized situations as the Central American hurricanes in 1998, 1999's earthquakes in Turkey and the Venezuelan floods and mudslides. Loss of life in the earthquake that struck Taiwan, however, was reduced because of the island's strictly enforced earthquake building standards.

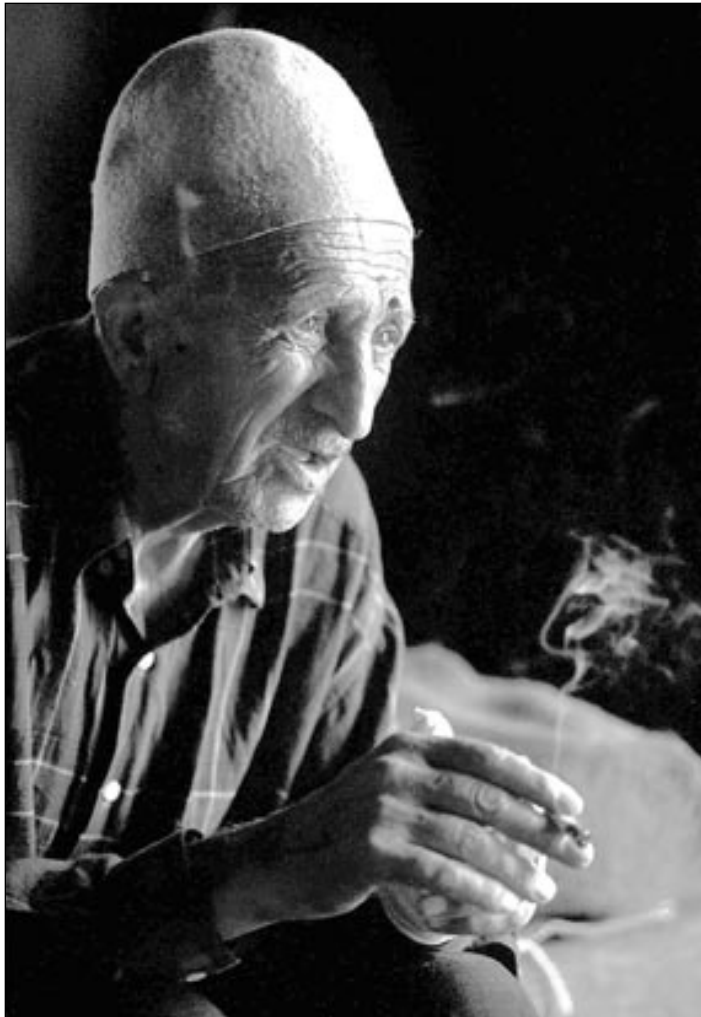
Less publicized are the Chinese government's investments of \$3 billion to plant millions of trees over the past 40 years to lessen flood damage along the Yangtze. Chinese officials estimate the trees have saved their economy from losses of \$13 billion.

The deadliest emergencies are the complex disasters, where conflict combines with natural

*(continued on page 2)*



Rwandan refugees returning in 1996; nearly 1 million would cross the borders in just two days.



**"I don't want a dog to be a refugee," said Hysen Ademi, 86. He spent seven days with only a car for shelter and nearly a week in "no man's land" at the border before reaching the camp at Neprosteno, Macedonia, after he and his family fled their hometown in central Kosovo.**

disasters, often resulting in mass migrations and/or epidemics, environmental devastation, starvation and economic ruin. Usually, the cruelest and most lasting grow out of — or grow into — ethnic, religious or tribal conflicts.

Michael Mahdesian, deputy assistant administrator of the Bureau for Humanitarian Response, says, "When I came to USAID in 1993, the OFDA budget was \$25 million. It shortly went to \$150 million and stayed there. Most of the disasters we've been dealing with — 85-90 percent of the funding — is for complex emergencies rather than natural disasters. That will continue for the foreseeable future."

The disasters of the past decade have forced USAID to spend far more on emergency relief than had been expected, OFDA Director Roy Williams says — made possible by supplemental appropriations. OFDA has not suffered significant cuts in budget or personnel as other parts of the agency have.

#### **Prevention of conflict**

"We haven't yet mastered how to deal with events that trigger conflict," Mahdesian says. "Some things considered good by the international community, like elections, are seen as contributing to conflict if not planned for properly. The lesson on the ground is that if you propose elections, you've got

to make sure you can mitigate conflict, make sure people can vote without intimidation, make sure you can put a damper on tensions if losers aren't willing to abide by results. You need proper preparation — not just election monitors, but security. East Timor is the most recent example of this. The U.N. system is not geared to intervene in internal clashes. The international community has been exploring new territory in humanitarian need and human rights abuses where there are no reliable partners at central government levels to deal with. As countries develop economically and politically sound institutions, conflict can usually be avoided. When there is economic development, but lack of real political development, we see conflicts.

"Where there are failed states, we have to be careful with our interventions. We have to be sure our aid creates more stable situations than if it hadn't been there. It's economically and politically sound to mediate internal disputes and give people a choice in how they're governed. Democracies usually don't go to war with other democracies and don't let their people starve. Famines are caused when people are denied access to food. In the serious droughts in the Sahel, where famine was prevented, regional states and the international community worked together to prevent famine," he points out.

As the international community has responded to disasters on a larger and larger scale, it has come to recognize that problems of human rights and relief issues overlap more and more. "We used to be able to separate them," Williams points out. Even though better planning, training, cooperation and pre-positioning of supplies has improved response time and quality, "We have less control over a lot of disasters.

"When nearly 1 million people moved over the border in Rwanda within two days, it was over-

whelming. You can't deal with that in a systematic way." The flood of Kosovar refugees also overwhelmed preparations, but donor nations were better able to move supplies and workers in quickly from nearby European nations and U.S. bases.

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### ***"I don't want a dog to be a refugee."***

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#### **"The CNN factor" and funds**

As disasters have become more visible, Williams says, the "CNN factor" provides access to greater resources — and creates new problems. The American public's outpouring of concern and donations was itself almost overwhelming when hurricanes hit Central America in 1998 and again when Kosovar refugees touched hearts in 1999.

"After Mitch, more stuff was collected and moved into the region in the first weeks than in the entire Berlin Airlift," he says. "A lot of it was inappropriate. People need to be directed about what makes sense and what doesn't. Usually, it's best if they don't provide materials, because somebody has to pay to ship them and inspect them and they clog up airports, ports, trains and trucks."

But disasters that do not attract citizen attention in donor nations may receive little government or private aid. U.N. appeals for aid to victims of ongoing conflicts, epidemics and disasters — from Uganda to North Korea — fell short by one-third or more of the funds needed.

#### **Prevention of natural disasters**

More effort is being devoted to long-term prevention of natural disasters, Williams says. The World Bank is trying to influence more decision-making, especially in



Asia, which has major earthquake and flooding problems, and is recognizing major vulnerabilities in Central America. In Thailand and Bangladesh, “the impact of flooding has been nowhere nearly as great as it would have been 10 years ago. The numbers killed and the response to dislocation have been affected by better planning,” says Williams. (See page 6.)

“Much of what we do is training for response,” he notes. “We can’t prevent all disasters, but we are paying more and more attention to mitigation, early warning, directing people to leave low-lying areas.”

Increasingly, militaries are being trained for disaster response, Williams says, because they provide an organized, predictable structure, have the capacity to

quickly move equipment and supplies and continuity of training, and accept the need to organize in advance. Central American militaries have received a lot of disaster training, he notes. “Israel and France use military units, but most countries use civilian fire departments with specialized training because their search and rescue teams get more constant use.”

When the first earthquake struck Turkey last summer, stockpiles of water bladders, jugs, plastic sheeting, and bandages and arrangements for quick purchasing nearby in emergencies paid off. Supplies sent immediately from bases in Virginia and Italy saved days. The first rescue team from Fairfax County was at the site searching for trapped victims in less than 24 hours, equipped with

tons of equipment — vehicles, tents, earthmovers and supplies as well as medics, sniffer dogs and specialists trained in moving fallen structures without crushing victims trapped beneath them.

“Fairfax mobilizes within six to eight hours after it’s notified. International coordination of these efforts is getting better with experience. Some countries are used to working with each other. The United Nations sends a coordination team right away.

“Better coordination at all levels from day one” is the most important thing, Williams feels. “In the best of all possible worlds, every disaster would be anticipated before it happened, and people would be thoroughly trained to rescue and mitigate as much as possible.”

Mahdesian adds, “We can’t prevent floods and droughts from happening, but we’re better prepared to deal with cycles of drought and El Nino phenomenon. USAID has worked very closely with the European and regional actors to mitigate the consequences of recent El Ninos. We had stockpiles of food ready, developed drought-resistant seeds, prepared packages of seeds and foods. We’re developing pre-positioned relief packages to deal with immediate needs.”

#### Office of Transition Initiatives

Another important change was establishing USAID’s Office of Transition Initiatives (OTI), Mahdesian said, “to help move countries involved in complex disasters beyond relief and build internal cohesiveness. Fatigue with war often leads to willingness to have a peace agreement. Peace generates some optimism. You have to keep up that momentum.

“In post-conflict situations, OTI uses resources quickly to keep people engaged, create a stake in peace, make peace rewarding for the individual. We need to be out there and be sizing up the situation on the ground, understand the culture, history, terrain, special

problems and get people participating in the process.

“There is resentment where NGOs come in and dominate roads with their brand new vehicles and hire away the most talented people in towns and villages. We need to be sure we are not undermining the rebuilding process, but are fostering activities that get recovery going as quickly as possible, give people opportunities to do what they do best. They need to get small businesses going to generate materials for rebuilding, resuming normal life. We’re trying to do that in Kosovo, helping brick factories, lumber, to get building going, re-employ several hundred people. These are literally the building blocks of recovery.

“Where we were most successful, in Guatemala, we did a quick and successful demobilization and re-integrated combatants and police. In the Philippines, Mindanao, our intervention helped bring combatants to go ahead with peace accords.”

Mahdesian feels “it’s too early to see how successful we’ll be in Kosovo. In Kosovo, OTI has worked directly with Kosovars by setting up Community Improvement Councils – over 110. This is the only real program engaging the Kosovars themselves in setting priorities on how to improve their towns and lives.”

Mahdesian says the fact that OTI is funded out of the international disaster account is crucial. “That enables OTI to build something quickly, adapt rapidly to changing conditions. The other key lesson from OTI is that when you engage the population as much as possible, responding to needs and priorities of the people on the ground, you usually get it right. We’re experimenting. We know political development is key — setting up a sound structure for mediation of disputes, independent media, and real grassroots political participation. Each situation calls

*(continued on page 8)*



Starvation stalked these Angolan refugees in the early 1990s.

## Kosovo as winter comes

Children play among the ruins of what was once their home in the Kosovo village of Pec. A tent with a U.N. logo sits beside the burned out shell of a place that used to be safe and warm. A chilly rain falls on the village of shattered homes and turns the roads into thick, dark red mud. Garbage that hasn't been picked up for months piles up in the streets and fills the air with its stench.

About 20 miles away, in the village of Decani, which was 95 percent destroyed during the war, a young mother brings her children to an *Ambulante*—a makeshift clinic with one small heater to warm the examining room. The woman is uncertain about the strange visitors asking so many questions and wanting to take her picture. She smiles broadly when the doctor explains they are Americans, working for the agency that has funded the clinic, USAID. She nods and says something in Albanian. The doctor translates, a simple “thank you.”

The gratitude toward Americans is repeated again and again as the ethnic Albanians of Kosovo try to rebuild their lives. Sadness, anger,

Albania — frightened, hungry and driven from their homes — USAID, along with other international organizations, evacuated with them and continued to work with them.

The agency was with them when they returned to their homes — or what was left of their homes. Now USAID is there working to provide emergency shelter to get the people of Kosovo through the winter.

Repair of damaged homes in Kosovo is one of the greatest challenges the humanitarian community faces — and the urgency intensifies as winter comes. More than one-third of the 365,000 homes in Kosovo sustained major damage — total roof and wall destruction — affecting an estimated 720,000 to 840,000 people.

USAID, the U.N. High Commissioner for Refugees (UNHCR) and the European Community Humanitarian Office (ECHO) collaborated to design, procure and distribute shelter kits for 57,100 homes and agreed to repair approximately 12,400 roofs. USAID is funding 63 percent of the roof repairs — a total of 7,900 roofs. Designed as a self-help



**A doctor from the *Ambulante* checks a woman in the ethnic Albanian village of Decani in Kosovo. The village was 95 percent destroyed, and most residents are still living in tents as winter comes.**

crossing at Blace were major obstacles to getting shelter materials to Kosovo. Waits of two to seven days for trucks trying to cross the border into Kosovo are common.

One way USAID has dealt with this problem is to contract for trains from the Kosovo Forces (KFOR), who agreed to provide USAID with a train a day to bring lumber and other materials from Skopje to Pristina. USAID contractors procure the lumber in Austria and the Czech Republic. From Pristina, the lumber is transported by 45 tractor-trailers to destinations around Kosovo.

In addition, USAID's Office of U.S. Foreign Disaster Assistance (OFDA) opened the Ferizaj roofing depot in November. Material for approximately 3,000 roofs will be made available to Kosovars through NGOs and local Community Improvement Councils, which were created by USAID's Office of Transition Initiatives. The depot will also provide lumber to urban communities damaged by the war.

USAID completed most of its portion of the winter shelter program by Dec. 31, but the agency's commitment to Kosovo won't end with the winter. Through

its implementing partners, USAID will continue several other programs in Kosovo including emergency health care, water and sanitation, communications and agriculture programs to assist farmers whose crops have been disrupted by 17 months of conflict.

Normal life is coming back in small ways around Kosovo. Shops are open, restaurants are busy and children with book bags on their shoulders make their way to school. Constant power outages throughout the city are an inconvenience that can be overlooked for now. Water and power will eventually come back on.

The burned out buildings and ravaged villages of Kosovo — part of a pattern of human tragedy that stretches around the world from the Balkans to East Timor and back to Rwanda and Sierra Leone — are terrible reminders of why USAID exists. But there are other, more hopeful reminders: little boys saluting a USAID vehicle as it passes by the burned villages and an American flag flying on a recently repaired roof. ■

—Walz is a senior press officer for USAID/Department of State.

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***Repair of damaged homes in Kosovo is one of the greatest challenges...and the urgency intensifies as winter comes.***

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and grief for what they've been through and what they've lost mingle with gratitude, determination, and — most of all — hope.

USAID has been with the Kosovars from the beginning and all through their long journey. When the ethnic Albanians crossed over the borders into Macedonia and

program, the shelter kits contain wood framing, plastic sheeting, doors, insulation material, stoves, tools and related supplies for families living in damaged houses.

USAID is providing 20,700, or more than one-third of the shelter kits.

Logistical constraints and congestion at the Macedonia border

## "The Darkest Days of Spring"—Kosovo photo exhibit

*"What can we do but go on? We must be strong. But we all hurt very much."*

In early 1999, nearly 800,000 ethnic Albanians from Kosovo were expelled from their homeland by the Serbian military. The plight of the Kosovar refugees and how USAID and other humanitarian organizations responded to this tragedy are documented in an Information Center exhibit, "The Darkest Days of Spring," by internationally acclaimed photojournalist Chris Hondros.

The exhibit's official opening on Oct. 20 was attended by members of the Albanian and Macedonian diplomatic corps, Congressional staff members and representatives of NGOs and PVOs that worked with USAID assisting people in the camps.

Administrator Brady Anderson said at the opening event, "These photographs will be an enduring reminder of the challenge we met together when forces of violence sent nearly a million men, women and children fleeing for their lives."

Acknowledging USAID's part-



**"What can we do but go on? We must be strong. But we all hurt very much," said Remzi Shala, 20, one of the refugees from a huge camp in Kukes, Albania, waiting aboard a broken-down train on their way to another camp.**

ners in the Kosovo relief effort, Anderson said, "We salute all of you who worked with us during the crisis. Chris' pictures focus on the refugees, and properly so, but many of you were there, just out of camera range, doing the humanitarian work that gave so many

people life and hope.

"The refugee crisis was a historic challenge, and the development community can take justifiable pride in its massive, swift and successful response to it. In that response, we shared the actions and passions of our time, and I believe history will say we met the challenge well," he said.

Hondros spent about four weeks in various refugee camps in Albania and Macedonia documenting the crisis. The 21 images and text brought an emotional response from Albania's ambassador to the United States, Petrit Bushati.

"As I was walking through the exhibit, I was reminded of just how much the people suffered," he said afterwards, tears in his eyes. "We must never forget how they suffered, and how much USAID helped them relieve their pain."

Hondros spoke of the cooperation and assistance he received while working on his project:

"The USAID Office of [U.S. Foreign] Disaster Assistance personnel, from Roy Williams to Tamra Halmrast-Sanchez, Kim Maynard, Doug Mercado and the rest of the DART [Disaster Assistance Response] teams in Albania and Macedonia were incredible to me, as were a number of people from the NGO and PVO community.

"To witness firsthand the heroic work of all of you was truly something to behold, as was the courage of the Kosovar refugees, for this project is truly for them."

The "Darkest Days of Spring" will be on display until Jan. 29 in USAID's Information Center gallery. Other pictures from the exhibit are on pages 2 and 8 and on the cover. ■

—Salter is a public affairs officer in the Information Center, LPA.



**Kosovo Albanian women prepare dinner over a fire as dusk settles at the Cegrane, Macedonia, camp in the spring of 1999.**



## Holding down loss of life in Bangladesh flood

**W**hat many experts believe was Bangladesh's most extensive flood of the century struck in 1998. Two-thirds of the land in this country of 127 million people was inundated for up to 12 weeks. The high volume of water could not drain off because of the Bay of Bengal's already high level, resulting in more extensive flooding over a longer duration than the disastrous flood of 1988. But while the 1988 flood claimed the lives of more than 2,397 people, less than half that number were killed in the 1998 flood.

The deaths of more than 1,100 people was a terrible tragedy, but the reduction in loss of life compared to past floods represented an important breakthrough in disaster mitigation in a country prone to natural disasters.

Flooding is likely to become even more frequent and severe as a result of global climate change, and population growth increases the numbers endangered by each disaster.

Flood proofing, early warning, and disaster preparedness carried out in recent years played a major role in reducing loss of life and destruction of property in 1998, and helped the government of Bangladesh and NGOs respond quickly to the post-disaster needs. Through a USAID grant (a combination of P.L. 480 Title II and dollar resources), CARE has worked with local NGOs, government leaders and communities that are subject to floods and cyclones to lessen the impact of disasters.

Despite the success of these efforts in reducing loss of life, Bangladesh's infrastructure and the nation's agriculture and micro-

finance sectors were severely damaged. Many Bangladeshis lost crops, animals, and their investments in small-scale agricultural projects or microenterprises, along with their homes and possessions. Manufacturing was also hard hit. Lack of credit availability makes it especially hard for smaller businesses to recover. Half a million homes, 14,000 schools and 15,000 kilometers of roads were lost or damaged. Dramatic as those numbers are, they do not capture the massive suffering inflicted on the rural poor by the flooding.

Fearing starvation and epidemics, the Bangladesh government and Bangladeshi NGOs used their own resources to provide food and shelter to affected persons. The United States was at the forefront of the international community's response to Bangladesh's appeals for help. The U.S. government was the largest contributor of food and flood relief among donor nations, providing assistance totaling \$134 million.

The largest component of the U.S. relief effort was a contribution of 700,000 metric tons of USDA 416(b) wheat. In addition, the United States made available the equivalent of \$30 million from Title II local currency resources for grants to our development partners. These partners included CARE Bangladesh, the International Center for Diarrheal Disease Research-Bangladesh (ICDDR-B), International Voluntary Services (IVS) and Bangladesh's Local Government Engineering Department for immediate relief and rehabilitation efforts.

Through its network of pre-qualified NGO partners, CARE Bangladesh used its grant to



**Bangladeshis lined up in waist-deep, polluted flood waters with their jugs in 1998. Under a USAID grant, CARE distributed clean water from tanks trucked into neighborhoods to prevent disease.**

quickly provide food relief, potable water, emergency health assistance, and health education in severely affected districts for a two-month period. CARE's relief efforts helped sustain over 619,000 families deemed most at risk in the affected areas in the capital city of Dhaka and throughout the country.

USAID's support enabled the diarrheal center to expand its efforts to take care of almost 1,000 patients per day affected by diarrhea and other water-borne diseases caused by the flood. A \$1.3 million grant to UNICEF through USAID's Office of U.S. Foreign Disaster Assistance (OFDA) also supported medical and public health assistance to flood-affected areas. UNICEF used its grant to procure pharmaceuticals and such essentials as oral rehydration salts, water purification tablets and high-energy biscuits, working with local partners to

distribute supplies to flood zones.

These carefully coordinated efforts made it possible for Bangladesh to meet emergency food needs and increase employment opportunities for the poor, resulting in minimal loss of life from starvation. Mass vaccinations, vitamin A supplements, provision of emergency health services and supplies, and support in combating outbreaks of diarrhea prevented epidemics. Given the nature and magnitude of the flooding, the extent of pre-existing poverty in Bangladesh, and the past history of such disasters, these activities added up to a highly successful humanitarian effort.

The successes in 1998 would not have been possible, however, without the attention that the government of Bangladesh and the donor community have given — and continue to give — to preparedness and learning from past disaster management.



In June of 1999, CARE held a "lessons learned" workshop for 48 participants from CARE, local NGOs, donors (including the USAID mission) and the government of Bangladesh. The workshop made recommendations for improving the effectiveness of preparedness programs and overall performance of the relief opera-

tions, as well as for better policies and procedures on disaster assessment, beneficiary selection, finance and administration.

Despite the success of USAID and other donors in helping Bangladesh mitigate the immediate disaster impacts of the 1998 flood, the challenges to development remain. It is critical that the

momentum in reducing population growth and in establishing democratic institutions and processes not be lost. At the same time, the engine of economic growth cannot move into gear in Bangladesh without significant progress in establishing a more open and competitive market structure. The need to help

Bangladesh find the ways, the means, and the will to address these development problems is only made more important by the economic setbacks caused by the 1998 flood. ■

— **Silver** is director of the Program Office, USAID/Bangladesh.

## Congress honors humanitarian relief workers

**M**embers of Congress joined Administrator Brady Anderson in paying tribute to humanitarian relief workers and organizations at a ceremony in the Dirksen Senate Office Building Nov. 4.

Sixteen members of Congress expressed personal tributes and thanks to relief organizations, including Doctors Without Borders, recipient of the 1999 Nobel Peace Prize, an organization to which USAID provided early support. The Miami-Dade and Fairfax County Search and Rescue squads were singled out for special praise for saving lives in several natural disasters. Their chiefs thanked USAID for its support, transporting them to disasters abroad, providing ongoing training for their members and help in training teams in other countries for rescue work. The two teams have been repeatedly called on over the past two years to assist with rescues in natural disasters from Central America to Taiwan — including twice for earthquakes in Turkey during the summer and fall of 1999.

Representatives of 60 non-profit organizations and 10 embassies participated in the event, with 45 members of the House and Senate serving as honorary congressional sponsors. USAID Assistant Administrator Hugh Parmer, Bureau for Humanitarian Response,

was master of ceremonies.

The Declaration of Gratitude the participants signed noted the "unprecedented frequency and magnitude" of disasters during the past two years, both man-made and natural, affecting millions of people in some of the world's poorest countries. The declaration recognized that "humanitarian workers have lost their lives in service, from Albania and Chechnya to Burundi and Somalia," and that "humanitarian relief professionals continue to save lives and relieve suffering, often at great personal risk."

"We express our gratitude and admiration for your courage, your commitment and your professionalism," the declaration concluded.

Speaking at the event, in addition to Administrator Anderson and representatives of humanitarian organizations, were: Sens. William Frist (R-N.C.), Rod Grams (R-Minn.), Charles Robb (D-Va.), and Paul Sarbanes (D-Md.) and Reps. Cass Ballenger (R-N.C.), Xavier Becerra (D-Calif.), Kevin Brady (R-Texas), Sam Gejdenson (D-Conn.), Ben Gilman (R-N.Y.), Tony Hall (D-Ill.), Marcie Kaptur (D-Ohio), Patsy Mink (D-Hawaii), David Minge (D-Minn.), Earl Pomeroy (D-N.D.) and Frank Wolf (R-Va.). ■



**Rep. Earl Pomeroy (D-N.D.) and Rep. Frank Wolf (R-Va.) sign a declaration honoring humanitarian relief workers. They were among 16 members of the U.S. House and Senate paying tribute to relief workers at a USAID-organized event on Capitol Hill Nov. 4.**

# Decade of Disasters

(continued from page 3)

for different strategic solutions.

"Where tensions are heightened and conflict could break out at any moment, it is difficult to come up with an assistance program quickly enough to diffuse tensions. At that point we may need much more robust diplomatic effort in conjunction with assistance. I don't think assistance can do it alone. We need to determine what are the triggers that set up conflict — what accelerates it, what decelerates it.

"There are consequences to our assistance. In Somalia in 1993, in Bosnia and Rwanda, we began to learn that the consequences of humanitarian assistance are not always benign. The international community began to look at [unwanted] consequences after Rwanda in 1994. It's not just how quickly you stabilize refugee camps and provide lifesaving assistance, minimize diarrheal disease and epidemics, making it livable.

"What happens when camps are controlled by the very people who perpetrated crimes against humanity and are intent on continuing their agenda? Should aid be cut off? Who is responsible for security? While we have learned many lessons, we continually face tough moral dilemmas," he says. "Take Burundi, where 350,000 Hutus have been herded into camps by the Tutsi-led government, which left feeding and medical care to foreign donors. Some international relief organizations felt they were being used by the Burundi government to facilitate human rights violations and pulled out, but reversed themselves as hunger and disease increased in the camps. We don't want to reinforce the government's actions, but do we let people starve and live in misery?"

As the new decade began, 1,000 refugees a day were fleeing from Burundi to Tanzania, quickly filling available camps.

## Dangers increase for relief workers

Relief work has become more dangerous. Kidnappings and murders of relief workers are on the rise. In some places, relief workers have been attacked in the process of thefts of sophisticated vehicles and equipment.

Williams acknowledges the problems, but says that without such equipment, "We couldn't have run the operation in Bosnia. It would have been far more risky. Relatively little overall is stolen. In Bosnia we lost three vehicles, two of which we eventually got back. We lost five or six radios in four-and-one-half years. At one point there were no banks and we had to do everything in cash. One transport was held up, some money stolen. It did not have a major impact on what we were doing to help people. It did not stop us.

"A lot of people leave relief work very quickly. Some stay with it and feel very fortunate," he observes. He has stayed with it for 24 years.

Are they all risk-takers, people who get a sort of high from it?

"I've taken a lot of risks, but I don't seek it out," says Williams. "You don't get a high. You get some sense of closure, maybe that's a less dramatic way of expressing the same thing. I think of relief work as an obligation." He finds people who get their kicks from danger "silly."

Williams believes that if preventive action had been taken in Bosnia in 1993, the Dayton Accords would not have been necessary, much less the NATO bombing. "The longer it takes to get on it, the more people are lost.

"You don't create multi-ethnic societies. It's a function of security, not philosophy or morality. If people feel threatened, they aren't going to live together. They need that little safe space. That may be a good thing — that people accept only to the extent that it isn't threat-



**Haqif Ramadani, 99, the oldest man in the camp at Senokos, Macedonia, was sick with pneumonia and unable to walk. His voice barely a whisper, he said, "NATO is good. I thank God for NATO. We must all see pain to see freedom."**

ening. Things that work for us here don't work in a lot of places. Some things are not exportable. Democracy is a tough act — it takes a sense of possibilities, things you assume when you wake up each morning. All people don't necessarily think things like free speech and religion work well."

## Future prospects

NATO intervened to prevent genocide in Kosovo, but the West did not stop rebels from cutting off the hands and feet of both children and adults in Sierra Leone, the kidnapping and enslaving of children in Sudan, or renewed conflict in Congo. Because of the high cost in Kosovo and Bosnia and the possibility of indefinite commit-

ments of U.S. troops, Mahdesian doesn't expect many military interventions in Asia or Africa.

Yet, he notes, "The Angolan civil war is heating up — humanitarian conditions worsening. There's tentative peace in Congo and Sierra Leone, but not in Ethiopia and Eritrea or Sudan, where there's growing instability." The danger of famine looms again in Ethiopia, where officials say more than 900,000 people are at risk.

Will the new century bring the beginning of another decade of disaster? Mahdesian is not predicting that, "But we've got to be prepared for the potential consequences of conflict — things could destabilize quickly." ■

# Clean energy partnerships advanced by Lessons Without Borders conference

**B**efore Seattle was shaken by the contentious World Trade Organization meeting in early December, it hosted a more tranquil international gathering: USAID's Lessons Without Borders (LWOB) conference on "Clean Energy Partnerships: Developing Global Solutions," Nov. 14-16.

Drawing 189 participants, including 22 from 13 developing and transition economies, the conference brought together people with varied experiences, expertise and needs to explore policies and financial and technical tools that promote energy efficiency and the use of renewable energy.

One of the greatest barriers to energy efficiency is lack of awareness, and the best way to overcome it is to disseminate success stories, according to S. Ragupathy, senior energy adviser to the Confederation of Indian Industries, a partner of USAID's United States-Asia Environmental Partnership.

Once a firm becomes aware of the significant monetary savings available through energy efficiency, it needs access to simple, fast financial arrangements. The high cost of loans in developing countries, typically 14 percent to 18 percent, makes energy efficiency projects less attractive.

Daily voltage fluctuations in developing countries can impair the function of energy efficiency devices. A lack of skilled personnel to service energy efficiency products once they are installed is another disincentive.

The Confederation studied 25 Indian companies recognized for their energy efficiency and found that the single most important factor contributing to a company's efficiency success was an energy manager who

could persuade the various components of the company to implement energy efficient measures.

Jose Hilario, vice president of a Philippine energy service company, shared ways in which his company has convinced firms to purchase services. He suggested starting with the highly energy-intensive semiconductor industry. A major barrier to success, however, is that facility managers are often defensive and uncooperative out of fear of being asked by their top management why they did not think of the efficiency measures themselves.

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***"To achieve and maintain social progress, developing countries need to expand their energy supplies without harming their environments."***

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Hilario's company solved this problem by offering facility managers free "refresher courses" in which they learn about opportunities for saving energy. Management is eager to send their managers to the courses because the companies earn credits they need to renew their licenses, and the facility managers save face. Hilario said his company does not make money on the courses, but companies that attend turn to his company later for help in implementing efficiency programs.

Jim Sullivan, associate assistant administrator of the Global Bureau Environment Center, said, "Equitable, sustainable development depends on widespread access to appropriate energy services." An estimated 2 billion people around the world do not have access to electricity, nor to the benefits it provides:

heating and cooling, illumination, communications, industrial production, education and transportation. "To achieve and maintain social progress, developing countries need to expand their energy supplies without harming their environments."

USAID's work, including establishing partnerships between senior utility executives in developing countries and American counterparts, has opened new opportunities for American suppliers of renewable energy and energy-efficiency technologies, Sullivan said.

The conference was sponsored

nologies such as more efficient motors and steam, wind and solar power, energy storage, fuel cells, micro-turbine power generation, waste heat utilization, and methane captured from livestock waste.

After the conference, developing country participants had the opportunity to spend two days visiting sites related to clean energy. The group first visited the Lighting Design Lab, which a 1993 Department of Energy study called one of the most effective energy efficiency programs in North America. The lab tests and develops methods of incorporating energy efficient lighting in architectural designs and building retrofits, and provides a venue for architects, developers, and construction contractors to apply them.

Developing country representatives toured several sites on the University of Washington campus where energy efficient equipment and automated management systems have been installed. The university's energy efficiency program has saved enough energy in four years to power 4,000 homes. Another stop was the King Street Center, a King County office complex built with reused carpet, energy efficient lighting, floor tiles made from recycled glass, recycled paint, and a system to capture rain water for toilet flushing.

They also traveled to the Siemens solar facility in Vancouver, Wash., which manufactures photovoltaic cells. After an overview of the solar energy market and applications of solar energy, Siemens demonstrated its method of producing single crystal silicon cells. ■

—Barry manages the Energy/Global Climate Change Program of the United States-Asia Environmental Partnership, USAID.



# Administrator outlines goals at all-agency meetings

**U**SAID Administrator Brady Anderson hosted two all-agency meetings on Nov. 17 to talk about his goals and hopes for the agency. He held two sessions at the Organization of American States auditorium in order to accommodate the entire Washington staff. At each session, after his remarks, he met agency employees in an informal reception line and joined them for refreshments. The following are excerpts from his remarks:

I'm not a stranger to USAID or to our programs. I'm not a stranger to developing countries, the people who live there and the challenges they face in their everyday lives as they seek to earn a living and raise their children. My wife, Betty, and our two daughters, Helen and Heath, and I had the rare privilege to live in East Africa for eight years.

I think I have a feel for how people live and the problems they face, and some thoughts about solutions, but you all are the real experts. You've lived all around the world. You know what needs to be done and I think you know how to do it. My job is to help you create the environment, both here and overseas, in which you can better accomplish your tasks.



Administrator Brady Anderson laid out his hopes and priorities for the agency at two all-agency meetings Nov. 17.

[and] I will continue to work very hard to see that there are no more cuts in personnel. The people of this agency are worth fighting for.

To me, USAID embodies two great American values, generosity and compassion, and we make those values a concrete part of our foreign policy.

woman, an elderly person or a young child, a wealthy person or a poor person. It makes no difference what his or her color...[or religion is]; every person has dignity and worth. Every person has value and every person is due respect. I think that's important because I think our programs are undergirded by those truths that you and I all share as Americans.

When I leave this agency I would like to leave it stronger than I found it, with your help, so that the agency can accomplish its very vital mission in the world.

When I accepted this job, I accepted an obligation, first to the president, also to the Congress—and in a way to the American people—that I would look closely at the agency and what it does and would try to find ways to do things better.

Do I want change? Yes, I do.

Should we change the fundamental mission of the agency? No.

I will work to improve our relationship with the Congress. It's a priority for me to increase our management efficiency and to explain to the American people precisely what it is we do, because we have stories to tell. Each of you has a story to tell. We have more stories to tell than any part of the United States government. They're stories that we should be proud of. They're stories about the lives of men and women, boys and girls, who live in places like Uganda and Guatemala, whose lives have been affected in some positive way by something that we have done.

It's that story that we must tell to the American people as well as to the Congress. We must tell that story without acronyms or the jargon that we use so deftly. We should tell the story in simple,

***"I want to assure you that I will continue to work hard to maintain the independence of the agency...[and] I will continue to work very hard to see that there are no more cuts in personnel. The people of this agency are worth fighting for."***

I want to assure you that I will continue to work hard to maintain the independence of the agency...

We believe in the dignity and worth of every person. It makes no difference if it's a man or a



plain, everyday, middle-class English. I think we will find that those stories convince people that foreign aid is a good thing that they support.

I've known the president for over 30 years. We first met here in Washington in 1967 when neither of us had any gray hair, not then. I met a young woman, Hillary Rodham, in 1973. We took the bar exam together in Little Rock. So I know them well. I say that to tell you that they made huge efforts for us and what we do because they believe in the mission of the agency in making lives better for people around the world.

Another priority with me is the evolving relationship we have with the Department of State. During the recent budget negotiations on the Hill — I think a lot of you already know this but I want to repeat it publicly — Secretary Albright fought very hard for our budget. She fought hard for the State Department budget but also for ours. She said, "This budget is not a foreign aid budget, it is a national security budget." I think

that really resonated with some members on the Hill. It is a national security budget. America is a big country and a global power politically, economically and militarily. We have interests all over the world and the USAID budget

staff to go over to the secretary of State's office and present our 2001 budget for her review, which is required under the new State-USAID relationship. She was marvelous, she really was. The meeting could not have gone any

should not be an unreasonable amount of risk.

I want to assure you I will continue to work with the State Department and OMB to have sufficient resources so we can improve our security and our facilities overseas, whether it involves security upgrades, equipment or relocation.

Security in the Ronald Reagan Building is not what I think it should be and I assure you that I will continue to pressure GSA to provide for all possible safeguards we can have in the building. There is no such thing as 100 percent security for Americans, even in our own country, but we must do a better job of providing security for our people.

We need to expend effort not only responding to crises but preventing them as well.

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***"You all are the real experts. You know what needs to be done and I think you know how to do it. My job is to help you create the environment, both here and overseas, in which you can better accomplish your tasks."***

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is a national security budget. What we do opens markets, creates stability, fights disease and drugs and terrorism overseas and promotes democracy.

Two weeks ago, Hattie Babbitt, B.A. Rudolph, Terry Brown, Tom Fox, Jim Painter and I had the opportunity to be — I think — the first USAID administrator and his

better. She was very receptive.

She committed to support our request for a budget, including the increment that we had requested for democracy. We are all very fortunate that we have a secretary of State who understands development and supports what we do as part of foreign policy.

Another very major concern for me is the security of all of our people both here in Washington and overseas. You know I was in Dar es Salaam for three years as ambassador and my embassy was destroyed. I say "my" not in an ego way but in a compassionate and emotional way. I was not there, of course, but American friends of mine were there and had glass in their faces and heads. A wall fell down on one woman and it took months for her to recover. Tanzanian security guards who guarded my life when I was there were killed in the blast out front as they guarded the embassy — killed by these cowardly, scum terrorists.

All of you who are Foreign Service officers and go overseas understand that there is a certain amount of risk that you assume. I think that's fair enough, but there

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***"Do I want change? Yes, I do. Should we change the fundamental mission of the agency? No."***

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We should continue our outstanding programs in agriculture, education, health, child survival, family planning and support for women and girls. We can do nothing that is more important, in my judgment, or can have a greater impact in the world than educating young girls.

We have to continue the fight against the scourge of AIDS.

We have a new challenge...in this time of globalization, and that is an incredible opportunity to advance the cause around the world of democracy...and the rule of law. ■



During the reception following the all-agency meetings, Administrator Anderson and Deputy Administrator Hattie Babbitt talk with Curt Reintsma (AFR).

# Foreign assistance appropriations enacted for FY 2000

On Nov. 29, President Clinton signed into law the Consolidated Appropriations Act for FY 2000 (P.L. 106-113). When he signed this legislation, the Foreign Operations Appropriations Act (H.R. 3422) also became law, along with a number of other appropriations and authorization bills contained in the consolidated bill.

"I am pleased that we were able to reach bipartisan agreement with the Congress on a level of funding for International Affairs programs that supports our continued engagement on key global issues," President Clinton said when he signed the legislation.

USAID Administrator Brady Anderson applauded President Clinton's victory in winning congressional support for payment of the arrearages of United States' dues to the United Nations, providing debt relief to the poorest countries, and allocating \$15 million to rebuild the mission in Tanzania.

## Foreign Operations Appropriations Act

— Provides \$13.5 billion for foreign operations, which includes funds for multilateral banks, trade-related and military assistance and various State Department accounts, as well as USAID-managed funds. This is almost \$2 billion below the FY 1999 funding level and nearly \$1 billion less than the president's request. However, it is \$2.5 billion more than the foreign operations bill that the president vetoed on Oct. 18.

— Contains \$1.8 billion in supplemental funding for the Middle East, arising from the Wye River Peace Accords.

— Population planning assistance is capped at \$385 million, a reduction of \$15 million from the \$400 million request level. The Mexico City population policy language is included. It prohibits funding for foreign private, non-governmental or multilateral organizations unless they certify that they will not perform abortions (except in cases of rape or incest or when the mother's life is endangered) and will not violate the laws or policies of any foreign country related to abortion, or lobby to alter those laws or policies. The act gives the president authority to waive that provision for up to \$15 million. He waived the provision on the same day he signed the act. As a result, \$12.5 million of USAID population funds will be transferred to the Child Survival and Diseases Fund for children and infants' health programs.

— Authorizes voluntary separation incentives ("buy-outs") for USAID employees, as requested by the administration.

## USAID Accounts

Major items in USAID accounts were funded as follows:

- Development Assistance is funded at \$1.2 billion, an increase of \$14.6 million over the FY 1999 level and \$85 million less than the administration's request;
- Child Survival and Diseases Fund receives \$715 million, a \$65 million increase over the FY 1999 level and \$115 million over the FY 2000 request;
- Economic Support Fund receives \$1.3 billion, \$179 million less than FY 1999 levels and \$47.5 million less than the FY 2000 request. (An additional \$450

## USAID-Managed Programs<sup>1</sup> (In Thousands of Dollars)

	FY 1999 APPROPRIATION	FY 2000 REQUEST	FY 2000 APPROPRIATION <sup>2</sup>
<b>BILATERAL ECONOMIC ASSISTANCE</b>			
Foreign Operations			
<b>Child Survival &amp; Diseases</b>	650,000	600,000	715,000
- UNICEF transfer out	[105,000]	—	[110,000]
- Emergency Funding	50,000	—	—
<b>Development Assistance</b>	1,194,000 <sup>3</sup>	780,440	1,208,600 <sup>3</sup>
<b>Development Fund for Africa</b>	—	512,560	—
<b>Int'l Disaster Assistance</b>	200,000	220,000	202,880
<b>Micro &amp; Small Enterprise Dev.</b>			
- Subsidy appropriation	1,500	1,500	1,500
- (Guar. loan authorization)	[40,000]	[30,000]	[30,000]
- Administrative expenses	500	500	500
<b>Urban and Environmental Credit</b>			
- Subsidy appropriation	1,500	3,000	1,500
- (Guar. loan authorization)	[14,000]	[26,000]	[14,000]
- Administrative expenses	5,000	5,000	5,000
<b>Development Credit Authority</b>			
- (By transfer)	—	[15,000]	[3,000]
- (Guar. loan authorization)	—	[200,000]	[40,000]
<b>Foreign Service Retirement and Disability Fd. – Mandatory</b>	[44,552]	[43,837]	[43,837]
<b>Operating Expenses – USAID</b>	479,950	522,739	520,000
- Emergency funding (by transfer)	[2,500]	—	—
- Y2K conversion (emergency funding)	10,200	—	—
<b>Operating Expenses – IG</b>	30,750	25,261	25,000
<b>Economic Support Fund</b>	2,524,731	2,393,000	2,345,500
- Emergency Funding - Wye	50,000	450,000	450,000
<b>International Fund for Ireland</b>	19,600	[19,600]	19,600
<b>Assistance for Eastern Europe and the Baltic States</b>	550,000	393,000	535,000
<b>Assistance for the NIS</b>	801,000	1,032,000	839,000
- Emergency funding	46,000	—	—
<b>BILATERAL ECONOMIC ASSISTANCE</b>			
TOTAL	7,321,231	6,939,000	6,759,080
<b>AGRICULTURE</b>			
P.L. 480 Title II	1,011,200	787,000	800,000

<sup>1</sup> Table includes funds for USAID-managed programs only. Excludes funds in the Foreign Operations Act for multilateral banks, trade-related and military assistance and various State Department accounts.

<sup>2</sup> FY 2000 not yet adjusted for rescissions.

<sup>3</sup> Excludes mandated transfer to IAF and ADF.

million of ESF was appropriated in the Wye supplemental);

- Assistance for Eastern Europe and the Baltic States is funded at \$535 million, an increase of \$142 million over the request but \$15 million less than the FY 1999 level;

- FREEDOM Support Act funding is \$839 million, an increase of \$38 million over the FY 1999 level, but \$193 million less than the FY 2000 request;

- International Disaster Assistance is funded at \$202.88

million, \$2.88 million over the FY 1999 level but \$17.12 million less than the administration's request for FY 2000;

- USAID Operating Expenses total \$520 million, an increase of \$40.05 million over the FY 1999 level and \$2.739 million less than the FY 2000 request; and,

- Inspector General Operating Expenses are \$25 million, \$5.75 million less than FY 1999 and \$261,000 less than the administration's FY 2000 request.

(See the table on previous

page for funding of other USAID-managed accounts.)

### Other Acts

The Consolidated Appropriations Act contains other legislation of interest to USAID, including:

- Provisions relating to the USAID Inspector General, Foreign Service personnel, overseas security, foreign travel and reporting requirements (in the Foreign Relations Authorization Act for FY 2000 and FY 2001,

known as the State Department authorization);

- Authorization for bilateral and multilateral debt relief (in the FY 2000 Miscellaneous Appropriations Act); and,

- The government-wide rescission of 0.38 percent of all FY 2000 appropriations (in the FY 2000 District of Columbia Appropriations Act). ■

—Cook is a legislative program specialist in LPA.

By Dorothy Rayburn

## Asia-Near East Bureau Mission Directors Conference

**M**ission directors and senior staff of USAID's Asia-Near East (ANE) Bureau wrestled with "Managing Change" in the new millennium at the ANE Bureau Mission Directors Conference Nov. 16-20. Meeting in Washington and Williamsburg, Va., they examined the challenges of new and shifting priorities within the administration and Congress, heightened conflict and crisis in a number of countries in the region, budget uncertainties and earmarks.

During the Washington portion of the conference, Thomas Barnett, a professor from the U.S. Naval War College, briefed mission directors on evaluating and responding to Y2K problems. Staffers from the House and Senate foreign affairs oversight committees also joined them in a congressional round-table discussion.

In Williamsburg, John Sewell, executive director of the Overseas Development Council, spoke on globalization and its effect on development. Administrator Brady Anderson talked about his priorities

for the agency and focused on ways to improve relations with Congress. ANE Assistant Administrator Robert Randolph concentrated on the bureau's challenges and priorities for the coming year — implementing the Wye River Memorandum in the Middle East, authorizing the South Asia Regional Initiative (SARI), and completing the transition to democracy in Indonesia.

Tom Fox, assistant administrator for Policy and Program Coordination, and Anne Richards, State's director of the Office of Resources, Plans and Policy, discussed the evolving relationship between State and USAID. Other discussions dealt with how to effectively provide programmatic oversight and administrative support for programs in non-presence countries such as Vietnam, Laos and Burma.

Terry Brown, assistant administrator for the Bureau for Management, addressed the conference theme, "Managing Change," and discussed the



**ANE Deputy Assistant Administrator John Wilkinson and Patricia Buckles, mission director to the Philippines, talk with Assistant Administrator Robert Randolph at the Asia/Near East Bureau's Mission Directors Conference Nov. 16-20.**

regional business center concept (a proposal to centralize in one or two missions in each bureau the legal, contracts and controller functions for all missions in the region). The uniform response of the mission directors was that

ANE was not necessarily an appropriate bureau for early implementation of this concept. ■

—Rayburn is a legislative relations specialist in LPA.

# Enterprises benefiting communities help conserve biodiversity: *Lessons from the Biodiversity Conservation Network*

For decades, blast fishing off the coast of the Padoai Islands in Irian Jaya threatened the health and biodiversity of Indonesia's coral reef. Over the past several years, however, communities in Saba, Wundi, and Dawi have substantially eliminated such destructive fishing practices. Recent biological monitoring conducted by these communities shows measurable re-growth of the coral. This is a hopeful sign for people who, despite setbacks to their dive tourism business and the risk of overfishing licensed by the government, are committed to protecting their coral reefs for the future.

Ecological awareness turned these three communities around — awareness that resulted in part from their participation in a project supported by the Biodiversity Conservation Network (BCN). Established in 1992, BCN has been part of the Biodiversity Support Program (BSP), a consortium of the World Wildlife Fund, The Nature Conservancy, and World Resources Institute, funded by the USAID-led United States-Asia Environmental Partnership (US-AEP).

## The BCN experiment

Over the past seven years, BCN systematically tested the conditions under which community-based enterprises can lead to conservation. BCN supported 20 projects at 39 sites in seven countries across Asia and the Pacific: India, Indonesia, Nepal, the Philippines, Papua New Guinea, the Solomon Islands and Fiji. BCN's core hypothesis was that when a community benefits

directly from an enterprise that is dependent on local biodiversity, it will act to counter both internal and external threats to that biodiversity.

In a large-scale experiment, BCN set out to examine whether a strategy of developing such community-based enterprises could lead to and pay for conservation and to help the people learn how to implement more effective conservation projects and hypothesis-testing programs.

According to Jerry Bisson, biodiversity team leader for USAID's Global Bureau Center for Environment, BCN/BSP staff and

Community Forest User Groups (CFUGs), which receive royalties on non-timber forest products.

"This is the first time Humla villagers have had cash assets for the community," says Koontz. "Over a three-year period, they've collected about US \$39,000, a large sum when you consider that their annual disposable income is only US \$20 per capita." The CFUGs decided to set aside a portion of their funds for conservation activities, such as hiring forest guards, and use another portion for community development. "We're not dictating how they invest their

depleting resources within the project area," says YDT Director Rudy Utama.

Failing to establish a strong, appropriate market for a product early can raise false hopes among community members and create frustration, as the project at Makira, Solomon Islands, discovered. The product was ngali-nut (Canarium indicum) oil, which is used to make high-quality bath soaps. "Marketing a high-value product, particularly in the personal care industry, presents a tricky set of issues," says Sarah Wilson, conservation area manager for Conservation International (CI), BCN's partner in Makira.

Chuck Burg, coordinator for CI's Melanesia Program, observes, "We were looking too far out of the region for partners to buy the product. Everybody has learned from this process, and we're cautiously optimistic about the regional markets that are now being created."

Wilson adds, "Diversifying our market has required a combination of good management and good luck. An Australian pharmacist heard a radio series in the Solomons about our enterprise and has since linked ngali-nut oil with arthritis relief." The pharmacist trial-marketed his new product in Queensland with excellent results and has signed a contract with the community to supply the ngali-nut oil.

## Selecting appropriate enterprises

Ecotours—the other enterprise on Makira—was also slow to develop initially. Now firmly established in the market, it won a coveted Condé Nast Traveler magazine award in 1998. "This is a

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***"You can gain people's trust and respect if you can get short-term economic benefits going."***

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partners documented and candidly assessed successes and failures, "which gave BCN/BSP tremendous credibility among development practitioners," he says.

## Gaining community support

To ensure community support, BCN found, projects must generate both tangible cash and non-cash benefits within the first few years. "You can gain people's trust and respect if you can get short-term economic benefits going," says Ann Koontz, commodity director for EnterpriseWorks Worldwide, BCN's partner in Nepal. In Nepal's harsh, high-altitude Humla District, villagers struggle simply to survive. Direct cash benefits from the jatamansi oil processing enterprise provided an incentive structure for organizing

money," says Koontz. "They see the economic benefits of the enterprise, and they choose how to maximize them."

## Targeting the right market

Sometimes an enterprise can generate too much business. In West Kalimantan, Indonesia, for example, Yayasan Dian Tama (YDT) and its partners helped local harvesters develop skills in making rattan handbags. They now produce high-quality products, but they cannot fulfill large international orders reliably. Balancing supply and demand has become a challenge.

How to prevent over-extraction is also an important issue. This year BCN provided funding to re-inventory the available rattan resource. "We hope that the analysis of these data will show that we are not





**The Biodiversity Conservation Network-supported participatory biological monitoring in Verata, Fiji, combining scientific principles with traditional marine-resource management practices, has become a model for projects throughout Fiji.**

marvelous example of how communities can create a service out of their own culture and desires," says Burg. "The communities designed the ecotour and they run it themselves. Because the communities decided to keep the tours small—only 15 people a tour and only a few times a year—tourists can count on a unique, quality experience."

BCN found that service businesses like the Makira ecotourism enterprise tend to be more directly linked to conserving biodiversity than product businesses, but there is no guarantee that any one type of business will succeed. BCN learned that selecting the enterprise most appropriate to local conditions is vital.

For Verata, Fiji, bioprospecting proved to be a more appropriate enterprise than either ecotourism or forest product processing. The people of Verata identify strongly with their marine environment and

are motivated to control overharvesting of resources and find alternative sources of income. International corporations are looking to Fiji's biologically diverse coral reefs as potential sources of chemicals that may hold cures for diseases. By developing a biological prospecting agreement between local communities and pharmaceutical companies, BCN's partner, the University of the South Pacific, enhanced the communities' cash income while avoiding the start-up costs of an ecotourism or forest product business.

#### **Valuing non-cash benefits**

Non-cash benefits are also critical for conservation. In Verata, communities are now committed to monitoring and sustainably managing their marine resources. Verata residents use the data they collect as a basis for decision-making and invest earnings from

the bioprospecting enterprise in a trust fund they use for conservation and community development projects.

In the Padaido Islands, setbacks to a dive ecotourism business did not prevent local communities from enthusiastically participating in the BCN project. They developed monitoring, mapping, and business skills, which allow them to measure the project's conservation impact and make better management decisions. Project Coordinator Cliff Marlessy explains, "These communities are big on participatory work. We don't want to change their habits...whatever happens has to belong to the community." BCN consultant and journalist Nancy Baron concurs, "Although the original intention of BCN was to get a dive ecotourism operation up and running, the community took the skills it learned and applied them to their greatest and most pressing concern: getting a better grip on resource management and tenure."

#### **Adaptive management**

BCN's experiences illustrate the value of adaptive management—systematically testing assumptions, using the results of monitoring to improve the efficiency and effectiveness of projects and sharing what is learned with conservation practitioners and managers. Richard Margoluis and Nick Salafsky describe the process in their book, "Measures of Success: Designing, Managing, and Monitoring Conservation and Development Projects," published by Island Press. Margoluis, director of BSP's Analysis and Adaptive Management Program, and Salafsky, BCN senior program officer, also wrote "Greater Than the Sum of Their Parts," highlighting the principles and steps involved in establishing a portfolio-based learning program using

examples from BCN's experience. Adaptive management requires being willing to value failures and deal with uncertainty.

#### **When to use an enterprise strategy**

BCN could not offer conclusive answers about when practitioners and managers should adopt or avoid an enterprise-based strategy. Staff members Salafsky, Bernd Cordes, John Parks, and Cheryl Hochman outline an enterprise strategy guide to enable others to answer this question for themselves in "Final Analytical Results from the Biodiversity Conservation Network." Lessons are also presented from the perspective of BCN's grantees in the publication "Final Stories from the Field."

#### **BCN's legacy lives on**

BCN ended Sept. 30, 1999, but most of its 20 projects and associated enterprises will continue well into the future. International donors, including the World Bank and major non-governmental organizations, applauded the BCN process. Bisson says, "BCN's on-the-ground conservation experience and analysis helped USAID's Center for Environment develop viable indicators to measure performance, including ways to document biophysical impacts. Many of these indicators are being used across the agency and by other development partners."

John Finisdore, Conservation International's acting coordinator for Agroforestry Learning Systems, adds, "BCN's threat-reduction assessment has already been integrated into one of our projects. BCN has also helped us recognize the importance and power of having a strong learning system framework within which to test hypotheses." ■

—Adams is a senior writer/editor with BSP.

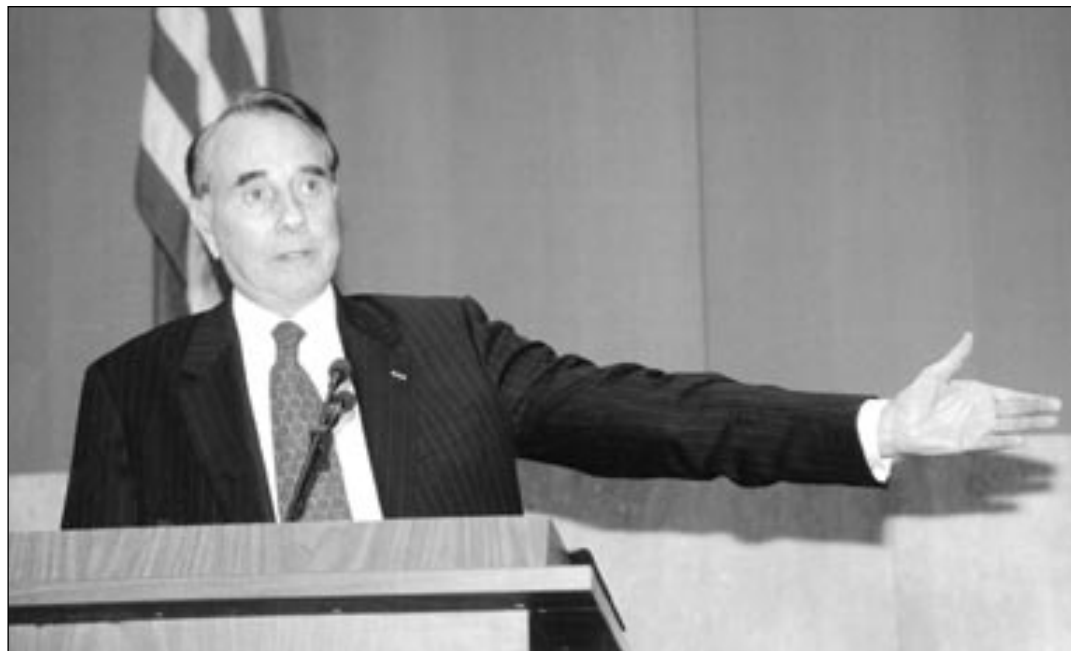
## Celebrating National Disability Employment Awareness Month

**T**he United States has an obligation to assume leadership in establishing the human rights of people with disabilities worldwide," former Sen. Bob Dole told employees of USAID and the Department of State. He was the keynote speaker at a joint ceremony Oct. 19 at the State Department observing National Disability Employment Awareness Month.

"Employers need to understand that people with disabilities are not second class citizens," Dole said. "You do not have to push them off to a corner or hide them in the bedroom when company comes... Now, they are out in the mainstream and are making a difference."

This year's theme, "Think Ability," stresses the importance of looking at what people with disabilities can do, as the key to increasing employment opportunities rather than concentrating on their limitations.

Under Secretary of State Thomas Pickering said, "'Think Ability' does not apply only to those with physical disabilities.



Former Sen. Bob Dole urged State Department and USAID employees to give people with disabilities the opportunity to get out in the mainstream and make a difference.

scending the barriers in our minds if we are to accomplish these worthwhile goals."

Administrator Brady Anderson praised Sen. Dole as an example

countless other Americans who have demonstrated that they can overcome disabilities and lead proud and productive lives."

Anderson cited the effectiveness of two of USAID's mission directors and many other employees of the agency who are persons with disabilities and said, "I am committed to providing equal employment opportunity for all employees and to the removal of all barriers that reduce opportunities for people with disabilities."

In responding to President Clinton's recently announced plan directing federal agencies to make an even greater effort to hire people with disabilities, Anderson declared, "It is our policy not only to prohibit discrimination on the basis of disabilities, but to carry out a continuing affirmative employment

program, including recruitment, promotions, assignments and training....That is the goal of this administration, and we at USAID will do our part."

Deidre Davis, assistant secretary of State for equal employment opportunity and civil rights, served as mistress of ceremonies for the program. Starting in 1945, a week was set aside to recognize the great potential of people with disabilities and to encourage all Americans to work toward their full integration into the workforce. In 1998, Congress expanded the week to a monthlong celebration. ■

—Greene-Blackwell is an equal opportunity specialist in the Office of Equal Opportunity Programs.

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***"I am committed to providing equal employment opportunity for all employees and to the removal of all barriers that reduce opportunities for people with disabilities."***

*—Administrator Brady Anderson*

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I think it is more appropriately applied to those who are able-bodied but close-minded."

Pickering added, "There is much to do, but we must begin by tran-

sitions to millions of Americans for his victory over the wounds he received during the Second World War and for his achievements since. "Today we honor him and

## WHERE

In The  
World  
Are  
USAID  
Employees?



## Moved On

**Acharya, Nishith**  
**Buckley, Jill**  
**Green, Michele**  
**Larson, Denton**  
**Mance, Hollie**  
**Massie, Sylvia**  
**Shelton-Colby, Sally**

## Promoted

**Countryman, Illona Kazimi**  
**Dixon, Wanda**  
**Hoffman, Jennifer**  
**Johnson, Ericka**  
**Krasik, Erin**  
**Markel, Amy Joy**  
**Mohan, Aparna**

## Reassigned

**Ahn, James**, Central Asia, controller, to Federal Republic of Yugoslavia  
**Barrington, Belinda**, Senegal, legal officer, to GC/LAC  
**Barth, David**, COMP/FS, legal officer, to Guatemala  
**Blakeney, Mildred**, G/EGAD/AFS, program analyst, to G/EGAD/DAA/PS  
**Brewer, Alfreda**, COMP/FS, program officer, to Angola  
**Carlisle, Lisa**, M/AMS, administrative officer, to management analyst, M/FM/CONT  
**Chessin, Barnett**, Senegal, supervisory executive officer, to executive officer, COMP/DETAIL SUP  
**Fort, Vernita**, Jamaica, program economics officer, to program officer, ANE/MEA/E  
**Goggin, James**, Egypt, special projects officer, to general development officer, Central Asia  
**Halmrast-Sanchez, Tamra**, AFR/SD/CMR, disaster operations specialist, to BHR/OFDA/DRD  
**Jennings, Cheryl**, El Salvador, project development officer, to special projects officer, Egypt

**Johnson, Connie**, Egypt, population development officer, to health development officer

**Johnson, Mark**, Indonesia, supervisory program officer, to COMP/SEPARATION

**Kelley, Linda**, Egypt, health development officer, to health/ population development officer, Eritrea

**Kester, Neil**, M/AS/OMS, supervisory executive officer, to Federal Republic of Yugoslavia

**Luephang, Kenneth**, REDSO/E&SA, contract officer, to Madagascar

**Martin, John**, COMP/FS/REASSGN, executive officer, to supervisory executive officer, Cambodia

**Martin, Linda**, AA/M, supervisory special projects officer, to controller, Cambodia

**McAvoy, John**, M/OP/A/FAO, contract officer, to Honduras

**McCaffrey, Cynthia**, A/AID, special assistant, to program analyst, PPC/DP

**McDonald, Kathleen**, G/PHN/HN/PSR, health development officer physician, to supervisory general development officer, Nicaragua

**Milligan, Thomas**, RHUDO/AFR, housing/urban development officer, to RHUDO/ASIA

**Rendon-Labadan, Maria**, Indonesia, supervisory special projects officer, to democracy officer, Egypt

**Rushin-Bell, Caroljo**, Central Asia, program officer, to agricultural development officer forestry, G/ENV/ENR

**Soto, Martha Erin**, Mali, democracy officer, to supervisory general development officer, Haiti

**Tarter, Jerry**, COMP/FSLT, program economics officer, to supervisory project development officer, Panama

## Retired

**Cira, Carl Jr.**  
**Del Bosque, Priscilla**  
**Dorman, John**  
**Pangle, Mable**  
**Putscher, Thomas**  
**Simmons, Roger**  
**Smith, Hugh**  
**Tisa, Stephen**  
**Wood-Stervinou, Theodora**  
**Wright, Piccola**

## Obituaries

**James W. Brackett**, 67, died Nov. 26, 1998, of cancer at his home in Shepherdstown, W. Va. Brackett joined USAID in 1967 and served as chief of the demography division in the newly established Population Office. Brackett planned and directed a comprehensive demographic and statistical program which included the World Fertility Survey and the Contraceptive Prevalence Survey. He left USAID in 1982.

**Bakary Doumbouya**, 42, died Nov. 5, 1999, of liver cancer in New York. Doumbouya began working for

USAID in Conakry as a voucher examiner in 1992. He also was an operating expense accountant and MACS coordinator prior to being promoted to financial analyst in 1998. Over the past several years he prepared and presented training sessions for the Office of Management and USAID/Guinea.

**S. Rita Evans**, 55, died Nov. 4 in Rockville, Md. Evans joined USAID in 1965 and worked as a participant training officer in the Office of International Training (now Center for Human Capacity Development, Global Bureau) until she retired from the agency in 1996.

**Helen Hunt Garges**, 82, died Aug. 1 of a lung ailment at her home in

Chevy Chase, Md. Garges joined USAID in 1967 as a retirement specialist in the Office of Personnel. She retired from the agency in 1979.

**Fredrik A. Hansen, Jr.**, 67, died Oct. 30 of cancer at his home in Weems, Va. Hansen began his career with USAID in 1975 and served as regional housing and urban development director in Honduras and Nairobi. He also was deputy director of the Office of Housing and Urban Development in Washington. Hansen retired from USAID in 1992.

**Kenneth Joseph Lucas, Sr.**, 64, died Nov. 24, 1998, of a heart attack. Lucas joined USAID's predecessor agency in 1953 and worked in the

Information and Telecommunications Division until retiring from USAID.

**Valerio "Val" Riccardo Montanari**, 86, died Nov. 25, 1998, of complications due to pneumonia in Alexandria, Va. Montanari joined USAID's predecessor agency in the 1950s and served as a Foreign Service officer in Iran and chief of the News Division in the Office of Public Affairs. Montanari retired from USAID in 1975.

**James Alfred (Jack) White**, 75, died July 30, 1999. White began his government career with USAID in the 1950s as a personnel security investigator. He retired from USAID in 1983.

## USAID-World Health Organization Consultation

“The inequity that concentrates the vast majority of the world’s health services and research on the developed world — and spends so little on the vast majority of the people of the world” must change, Administrator Brady Anderson told a daylong USAID-World Health Organization (WHO) Consultation Oct. 27.

Anderson called for greater collaboration between the two organizations to bring about that change and to meet the health challenges of the new millennium.

Recalling the death and suffering he had seen during his years working in East African villages, Anderson echoed President Clinton’s words to the United Nations in September, “To win the fight against poverty, we must improve health care for all people. No country can

break poverty’s bonds if its people are disabled by disease and its government overwhelmed by the needs of the ill.”

WHO Director General Gro Harlem Brundtland stressed the need for international donors to place health at the center of development. She said partnerships such as USAID’s with WHO must build a stronger case for health’s vital role in reducing poverty.

The October bilateral consultation was the first of its kind and was designed to launch a new era of closer cooperation at all levels. It included discussions of the differing mandates, structures and resources of the two organizations, featured sessions to improve the coordination process at the headquarters, regional and country levels and candidly addressed diffi-

culties in the relationship.

Technical sessions focused on three current areas of concern — improving disease surveillance capabilities, boosting immunization rates, and improving adolescent reproductive health. Participants from these workshops will develop a work plan for follow-up over the next year.

At the luncheon hosted by USAID Deputy Administrator Hattie Babbitt, Dr. Brundtland signed the Declaration for the Global Alliance for Vitamin A.

USAID and WHO have collaborated for decades in fields such as reproductive health, tropical diseases, immunizations and diarrheal diseases.

Dues paid by the State Department support the general WHO budget. USAID provides additional support for specific field

programs and for global standards development. Since 1990, USAID has increased these allocations and expanded support for country and regional programs. WHO and USAID have also increased their interaction with NGOs, the commercial private sector and foundations.

A joint message to field offices of both organizations will encourage specific steps toward increased collaboration in a range of programs including vaccine development, infectious disease control, malaria, HIV/AIDS, reproductive and maternal health and infant and neonatal mortality. A smaller meeting will be held in one year to review progress and set a longer-range agenda for collaboration. ■

—Gibb is a technical adviser (TACS) in G/PHN.