

# FRONT LINES



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FROM THE AMERICAN PEOPLE

MARCH 2005

## Tsunami Aid Reaches 1 Million Survivors



Former U.S. Presidents George H.W. Bush, in USAID cap, and Bill Clinton, in February surveyed the shattered village of Lampuuk, Indonesia. Only 700 of its 6,500 inhabitants survived the tsunami. Bush and Clinton visited Aceh province, asking if the relief effort could help resolve a decades-long insurgency and calling on the government to ensure that American funds are well spent.

**BANDA ACEH, Indonesia**—Across the kilometers of rubble where 200,000 people died Dec. 26 in a tsunami, dozens of mechanical excavators peck at the rubble like so many giant birds.

As isolated survivors search in the rubble for anything of value, the machines scoop up mud, boards, furniture, bricks, books, crushed cars, bicycles, and the other remains of this city of 350,000 people, smashed by a 30- to 50-foot wall of water.

Officially, 119,000 died in Aceh Province, most of them here in Banda Aceh. Another 115,000 are missing and presumed dead. Every day, as the cleanup continues, trucks haul away 1,000 additional bodies that are found as the rubble is carted away.

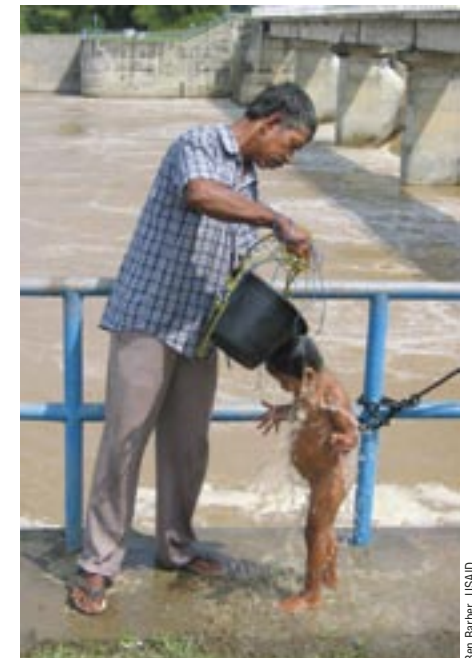
Because the government in Indonesia, as in Sri Lanka and Thailand, has not yet decided how close people will be able to live to the sea in the future, very little rebuilding has begun in the places where the Asian tsunami claimed most of its victims—downtown Banda Aceh and the western coastal region of Ampara in Sri Lanka.

However, just a mile away from the sea, beyond the belt of total destruction, Indonesians living in emergency tent camps are hired by USAID and other aid groups to clean up schools, hospitals, and streets that were inundated by up to 10 feet of water, mud, and debris.

The cash-for-work programs, started within days of the tsunami by the Agency's Office of U.S. Foreign Disaster

Assistance, give survivors something positive to do, put \$3 to \$5 in their pockets daily to supplement the food they get in the camps, and move the city towards reconstruction.

▼ SEE TSUNAMI AID ON PAGE 9



After the Dec. 26 Asian tsunami destroyed his home and killed his wife and two children on the island of Pulo Aceh, Indonesia, Affan (he uses only one name), 50, washes his daughter Maulina, 3, in a displaced persons camp supported by USAID. Foreign aid teams feed and provide medical care to the 2,500 people in the camp, about 30 minutes drive southeast of Banda Aceh.

See TSUNAMI REPORT pages 8-9

## As World's Majority Shifts to Cities, Aid Tackles Urban Issues

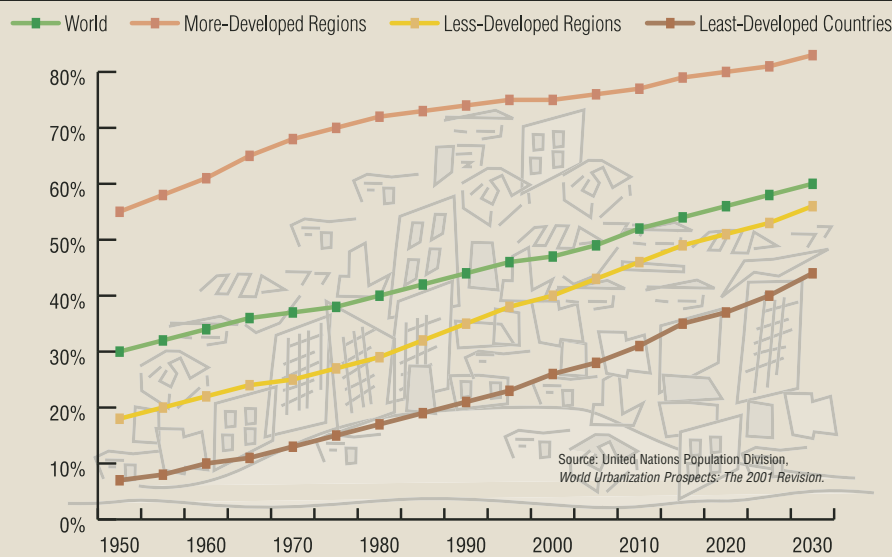
A special focus section in this issue addresses growing poverty in ballooning urban areas and USAID programs that are tackling that challenge.

In recent years, hundreds of millions of poor people in developing countries have packed up their belongings, sold their land and farm animals, and moved from their villages into growing cities such as São Paulo, Lagos, Mexico City, Bangkok, and Shanghai.

▼ SEE URBAN ISSUES ON PAGE 2

See SPECIAL FOCUS: URBAN ISSUES pages 2, 4-7

### THE WORLD'S URBAN POPULATION, 1950-2030



## Rising Hopes for Peace in N. Uganda

With a recently signed peace agreement expected to end the 20-year civil war in Sudan, a conflict in neighboring Uganda that has displaced 1.6 million of its 26 million people may also be ending, U.S. officials say.

Sudan's government had supported the Lord's Resistance Army (LRA), which for 19 years has been abducting men, women, and children from northern Uganda and forcing them to become porters, soldiers, or sex slaves. More than 20,000 children have been kidnapped.

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HONDURAS  
MISSION OF THE  
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OFFICIALS HONOR  
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## As World's Majority Shifts to Cities, Aid Tackles Urban Issues

### ▲ FROM PAGE 1

Half the world's 6 billion people now live in cities, and two-thirds of people will be urban by 2030, according to population statistics.

The increase of 2.5 billion city dwellers in the next two decades is basically unstoppable, as people abandon exhausted and overcrowded farmland in search of the jobs and conveniences of city life: education, electricity, hospitals, and cinemas.

But when millions arrive, will they find decent housing, adequate schools, water and sanitation, jobs, and security? Or will many live in shantytowns, lacking title to their houses, and join the growing ranks of the urban poor?

Lacking the safety net and traditions of their ancestral villages, will these urban poor be ripe for recruitment by criminal gangs or those who preach ethnic, religious, or other forms of hatred and terrorism?

To address the vast demographic change taking place across our planet, development experts at USAID and elsewhere are working to help the urban poor gain title to their houses, get credit to start small businesses, and create municipal associations so cities can share their solutions to common problems.

USAID is also showing mayors and city administrators how to raise funds for roads, hospitals, water systems, and schools by selling municipal bonds.

### SPECIAL FOCUS: URBAN ISSUES

Articles on pages 4-7 address urban issues and USAID programs that tackle them.

The Agency's Urban Programs Team, in the Bureau for Economic Growth, Agriculture, and Trade, grew out of the Housing Office in the 1970s, which helped promote savings and loan associations to support construction of middle-class housing, said urban specialist Jeff Boyer.

"We help missions deal with this worldwide phenomenon," said Boyer. "We don't try to prevent people from moving to cities—this is a trend you cannot stop. But we need to make the best of the situation, which ranges from well-managed to cities that are collapsing."

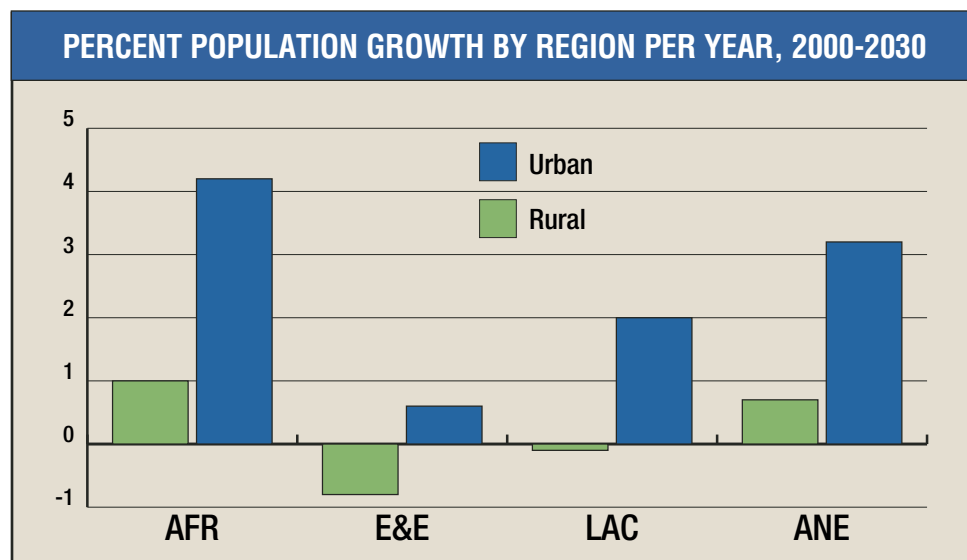
The move to the cities means that poverty—which used to be mainly rural in developing countries—is becoming mainly urban, requiring foreign aid groups to shift their focus.

Above all, say experts, there is a need to build political will among the leaders of cities to tackle the lack of services.

In Caracas, for example, millions live in the *ranchos*, or slums made of orange clay blocks that climb the hillsides around the commercial and middle-class core. Up in those hills, water and electricity are stolen from utility conduits, thugs rule the alleys, jerry-built houses crowd together on unsafe slopes, there are no parks or schools, and the city does little to improve things.

Yet every day, hundreds of thousands of men and women, many wearing spotless white shirts and dresses, walk down to the buses and trains that take them to jobs in banks, offices, markets, and factories.

Although USAID and other donors cannot alone provide the resources for the mas-



sive improvements needed to create safe and healthy urban spaces, they do have the expertise to assist municipal governments improve things—especially as many national governments decentralize, granting taxation and other authority to cities.

In Johannesburg, South Africa, for example, people were educated to accept that by paying taxes they support city planning. Now the capital market in South Africa provides bond revenue for transportation, education, water, sanitation, public places, and job programs, Boyer said.

The Agency and other donors such as the World Bank are working with creative and dedicated political leaders in cities such as Bogota to address major problems created by urban poverty.

The best source of expertise to these cities may well be the example set by U.S. cities

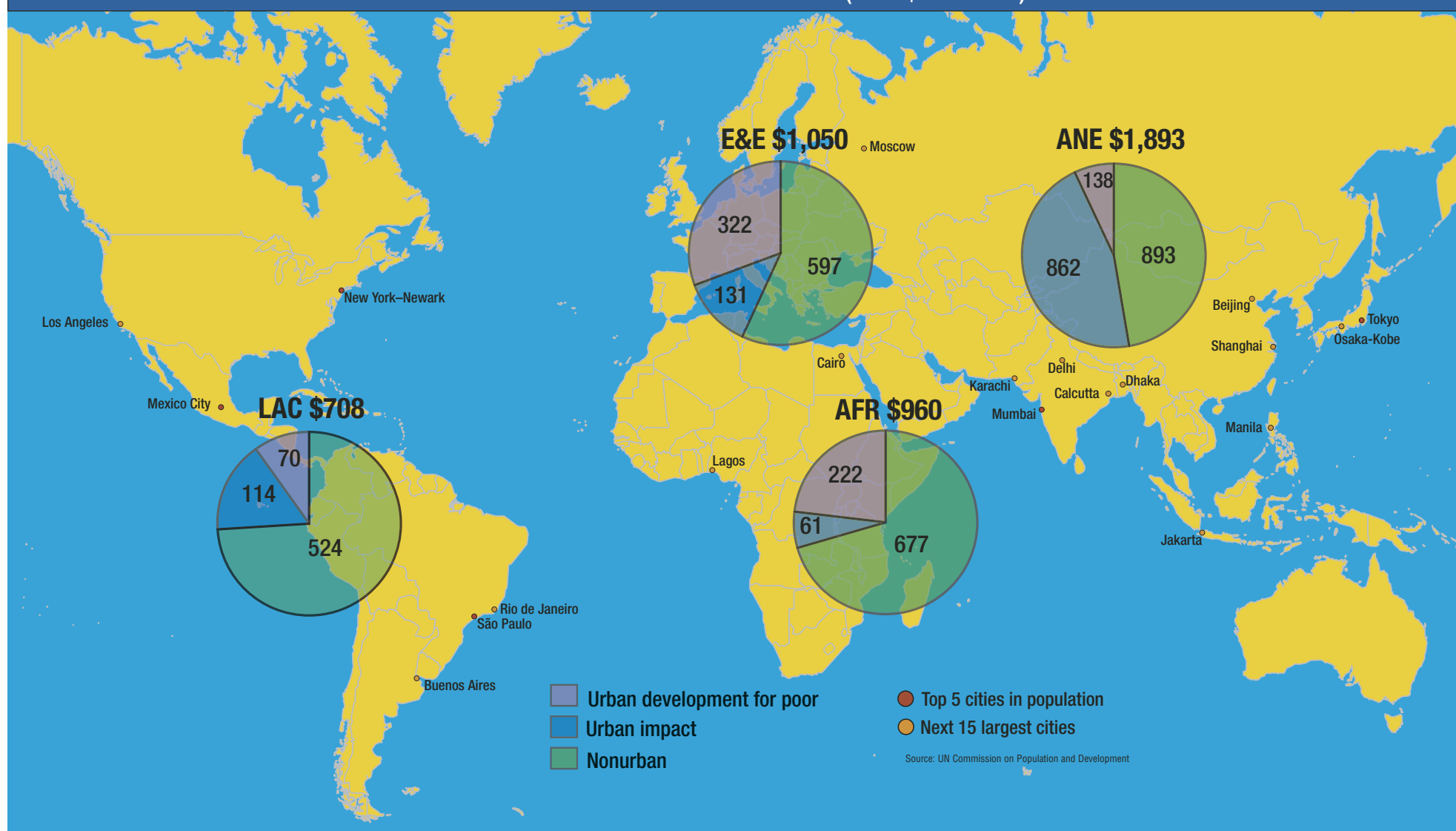
and towns. They can show municipal governments how to raise funds and take care of vital services, especially when many developing countries lack resources.

Since the growth of industrial jobs is not keeping up with the influx of people, the Agency is supporting regional and international trade as well as microcredit to the informal sector, such as small shops or street vendors.

Peruvian development expert Hernando de Soto discovered that when the urban poor get official title to their shanties or apartments, they find it easier to get credit and register children in schools. With an official address, they also may be able to vote and make their voice heard when it comes time to provide services.

"A lot depends on the election of the mayor—and the reelection," said Boyer. ★

### USAID FY 2002 OBLIGATIONS BY REGION (IN US\$ MILLIONS)



FIRST PERSON



**“Rescuing victims is the aim of my existence. When I bring in a new woman or help someone escape death, I feel a fresh lease on life.”**

**SATYA RANI CHADHA**  
Founder of Shakti Shalini, India

India’s women are frequently harassed and hurt in domestic violence or dowry disputes. Official Delhi statistics indicate that about 100 women—often abused—are thrown out of their homes daily. Most of them are destitute and have nobody to turn to for help. The unofficial number of such cases is much higher.

After her daughter was burned to death in a dowry dispute in the mid-1980s, Satya Rani Chadha decided that abused women need her help. Along with a friend who also lost a daughter in a similar way, Chadha started Shakti Shalini in 1987. Since then, the USAID-funded group has provided shelter, medical care, counseling, and legal assistance to thousands of victimized women.

Some stay for a month and then go back home. Others are offered housing for up to six months, until they can find a way to provide for themselves.

Shakti Shalini also runs awareness campaigns on violence against women. The program is one of several funded by USAID’s South Asia Regional Initiative on Equity for Women and Children and the State Department’s Global Anti-Trafficking in Persons program. ★

Notes from Natsios

★★★★★★★★



To make our role in development effective, good management practices are necessary. One area of our work that needs strengthening has to do with program evaluation.

Evaluation is at the heart of three of the nine principles of development that guide Agency operations: the principle of accountability, the principle of assessment, and the principle of results. This is the reason why I have put forward a new initiative that focuses on reinvigorating the evaluation function in the Agency.

Having objective, regular evaluations of our critical programs is central to understanding the extent to which we are achieving results and where we need to make course corrections. It is particularly important to have honest evaluations to enhance our credibility with the outside world, Congress, and the American people.

I have instructed the Center for Development Information and Evaluation (CDIE) to implement a four-part initiative: policy reform, new standard setting and guidance, training, and a more tightly focused Agency evaluation agenda.

Over the course of the coming weeks, the Bureau for Policy and Program Coordination (PPC) will revise the Automated Directives System to require timely and strategic evaluations of major programs.

Staff training in evaluation methods, based on the courses offered in the Africa and Europe and Eurasia bureaus, will be expanded to all regions.

The CDIE TIPS series on monitoring and evaluation, the most requested publications in the Development Experience Clearinghouse, will be updated, and new topics added to the series. A new practitioner’s guide is also planned.

Just knowing that we are doing more evaluations, however, will not be enough for me to believe that we have improved the state of assessment. This reform is not about reversing the trend in the number of evaluations conducted.

I want to hear about how evaluation results are being used to improve our programs. I want to know about not just what we are learning, but how we are refining our program strategies and approaches, based on the evidence that evaluations produce. Getting information is good. But it does not count for anything if that information isn’t used.

Lastly, I will be inviting evaluation teams to come meet with me to share what they have learned, and I want to hear about both the negative and the positive findings.

All the developing news about the initiative will be featured on Evalweb, the Agency’s public face on evaluation. ★

▼ SEE EVALUATIONS PAGE 15



Mission of the Month



HONDURAS

THE CHALLENGE

With an average per capita income of about \$962 per person, Honduras is one of the poorest countries in Latin America. The situation worsened in 1998 with the devastation of Hurricane Mitch, a storm that killed more than 5,600 people and caused over \$2 billion in damage.

INNOVATIVE USAID RESPONSE

USAID has carried out health, education, community development, and economic growth programs, as well as provided food aid, in Honduran communities for decades. In the late 1990s, the mission redesigned its Food for Peace (FFP) program toward a food security approach, tapping into all of these programs.

The first stage of the project, working with numerous communities in the south and west of Honduras from 1996–2000, provided health education, built roads, and helped farmers acquire tools and learn new farming techniques. An evaluation found that the greatest impact was in communities where all three interventions were carried out together. So for the second stage, which runs through the end of 2005, the project is working in fewer municipalities, but in all the areas.

In the area of health, for example, the first stage involved promoting maternal and child health. The project soon branched out into training community health volunteers. It also helped each community to set up a local community health center, which is linked to the Ministry of Health.

In agriculture, the program—among other things—helped farmers learn about irrigation and accessing markets. It also provided technology such as solar energy panels and water pumps for microirrigation.

What makes this program different from other FFP projects is that it involves the communities it works with, giving them a sense of ownership, said Marta Perez, project manager.

“Everyone participated,” she said. “We had them thinking, ‘What is food security? Even if the food stops, nobody can take away what we’ve learned.’ We invested in human capital, and it’s paid off.”

The \$44.6 million program has also built roads, helping farmers reach markets more easily. It has also benefited education, since teachers from nearby communities now travel on more reliable roads, resulting in fewer class cancellations.

USAID/Honduras has also worked with municipal governments, providing technology and training so they can better serve their citizens. Many municipalities are now collecting taxes for the first time, and citizen groups have a greater voice in the use of those resources.



*Don Rufino Reyes’ farm is a pilot drip-irrigation project that pumps water using a solar energy-powered pump. The water source is a small well, which produces enough water throughout the year to irrigate only a .1-acre vegetable plot. With the solar pump, Reyes is able to use this water more effectively and harvest crops all year long. This new technology has increased his income and improved his family’s nutrition. Before, Reyes grew basic grains only. Now he grows cabbage, tomatoes, green beans, radishes, celery, and beets.*

RESULTS

“The success of the program has been that it makes extensive use of one of its most valuable resources—the beneficiaries,” said Garrett Grigsby, deputy assistant administrator for Democracy, Conflict, and Humanitarian Assistance, who visited program sites in January.

He said: “The program empowers the people it serves, so that after a while it becomes their program. This way, the activities have a great chance of being sustainable.”

Since the FFP program began in Honduras, malnutrition among children has dropped from 30 to 20 percent in targeted areas. People’s diets are more balanced, and many more mothers are breastfeeding their babies.

Meanwhile, average household monthly income rose by some 80 percent, as farmers use new, recommended farming practices. Some 100 kilometers of roads have been repaired, and nearly 60,000 new trees planted.

In the past four years, the project also increased the number of municipalities with tax collection systems from zero to 14 out of 15. Municipalities that learned about better tax collection techniques also saw their incomes rise by 35 percent in the past year. ★

Virginia Foley, USAID

Gabriela Chinchilla, USAID/Honduras

## ECONOMIC GROWTH, AGRICULTURE, AND TRADE

## Power and Water Supplied to Millions in Slum Areas



Slums in Ahmedabad, India, border the river Sabarmati and modern apartment buildings and hotels. Services such as water and electricity are not extended to the slums.

**ATYRAU, Kazakhstan**—Water pressure is practically nonexistent and cellars often fill with sludge and human waste in this oil-rich city near the Caspian Sea. Meanwhile, the high saline content in the local soil has eaten away at the cement pipes, creating leaks in the water supply and sewage systems.

Almost a decade after plans were first sketched out by a USAID municipal project—and after water supply company improved its management systems, public hearings were held, and new plastic piping was installed through a World Bank loan—Atyrau's residents can see tangible improvements to the public water system.

Turning around cities grappling with huge gaps in infrastructure and services requires involvement by many players: municipal and national governments, private sector investors, and development actors like the World Bank and USAID.

To support such partnerships, the Bureau for Economic Growth, Agriculture, and Trade's (EGAT) Urban Programs team serves as a hub for sharing what works with missions and development officers assisting urban areas.

The Agency aims to build local government capacity. A systematic approach involves working intensively with cities from the inside out. Starting with the mayor, city council, and staff, the first order of business is generally to sort priorities and improve municipal operations through technical assistance and training. Getting cities to listen to citizens and conduct business transparently is a priority.

If USAID is focused on a city, it may also work with electric and water companies or sewage treatment plants to improve basic services. In Ahmedabad, India, for instance, EGAT's Energy Team worked with the mission, Ahmedabad Electric Company (AEC), and local NGOs to test how to legalize ser-

vice connections in poor slum communities.

The USAID-funded pilot worked closely with the city government, which gave 3,000 slum households "no objection certificates" to connect to the grid without having to produce deeds to their homes. A survey by NGOs helped AEC figure out how much to charge for the initial connection and service. Slum dwellers' electric bills dropped almost 50 percent once the new system short-circuited an illegal service provider charging inflated fees. Based on what it learned from the pilot, AEC is establishing service to an additional 230,000 households.

Moving a project from working intensively with a few cities to reaching many is often the biggest challenge, said Alexi Panehal, Urban Programs' team leader.

Projects work with municipal associations, training academies, and media to reach local officials with training and information.

In Ukraine, the mission worked with the Association of Ukrainian Cities to persuade its members to try new things. As a result, more than 230 cities introduced citizen advisory boards, 114 developed strategic plans, 157 adopted financial analysis modeling, and 74 improved municipal services.

Once cities have strong revenue collection and budgeting systems, they can better raise the capital to pave roads, provide street lighting, and build other badly needed infrastructure. To tap into private capital, the Agency has helped introduce credit rating systems, pioneered municipal bonds and other financial instruments, and guaranteed bank loans through its Development Credit Authority.

A final piece of the puzzle is helping cities develop projects that investors will want to finance. Bankable projects, such as the one in Atyrau, demonstrate public support and financial viability, such as the ability to pay a loan back with user fees. ★

## GLOBAL DEVELOPMENT ALLIANCE

## Pooled Bonds Finance New Sanitation Systems

**CHENNAI, India**—To cope with the growing needs of cities such as Chennai—formerly called Madras—new ways are being adopted to fund costly water and sewage projects. Some 13 poor urban municipalities in this southeast state that lacked water and sewage services are having them installed, while old and decrepit systems in other communities are being repaired.

The municipalities, like many poor local governments around the developing world, could not afford such services for their communities. That changed a few months ago when the Tamil Nadu Urban Development Fund floated the first domestic pooled bond for about \$6.4 million.

Pooled bonds are issued by a local financial institution on behalf of many local governments that would not have had the collateral to access bond financing individually. Revolving funds make loans to many borrowers from an initial supply of capital. Repayments are then used to make additional loans, increasing the supply of money beyond the initial investment.

"Water and sewage are unique among infrastructure because they are so expensive and require such a high initial fixed amount of investment," said Steven Thomas, executive director of the International Association of Development Funds (IADF), which, through a global development alliance, helps poor communities access credit for infrastructure projects.

"Laying out the pipes might affect how the roads are laid out—for instance, that means tearing them up and repaving them. That kind of initial expense is not something poor communities can handle. Even cities like New York have trouble handling it on a consistent basis," he added.

IADF works with more than 230 revolving funds and publishes a monthly newsletter highlighting the work of local governments around the world. This way, municipal fund managers in one state in Brazil, for instance,

can find out what some of their neighbors are doing that might help them.

The newsletter educates local governments about financial methods, such as pooled financing, or about state revolving funds.

One billion people in poor countries lack access to an adequate supply of water, many of them slum dwellers. Two billion people live without adequate sanitation. The Millennium Development Goals (MDG) call for these numbers to be halved by 2015, but the costs far exceed what donors can offer.

"The MDGs cannot be achieved without catalyzing local capital markets to finance municipal infrastructure improvements," said USAID's Jason Girard. "The costs are far too great to be financed through international donor assistance alone."

The alliance introduces municipal financial managers and other local government officials to a network of sources that can help them learn about raising funds for infrastructure projects. Teaching communities to pool together when issuing a bond helps make their debt more attractive to investors.

"This alliance will help local governments continue to provide essential services, while ensuring the financial viability of the service provider," Thomas said.

IADF hosted a conference in September 2004 that brought together some 300 mayors and other city officials, credit rating agency representatives, bond banks, international bankers, and municipal fund managers.

Attendees from the Philippines have since drafted financial action plans that will help local and regional governments access infrastructure financing.

USAID invested \$175,000 in the alliance with IADF during 2004. Other partners have contributed some \$225,000. The alliance is tapping the expertise of officials from organizations such as the World Bank, U.S. State Department, Inter-American Development Bank, Fitch Ratings, and the International Private Water Association. ★

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



Clean water runs in Kolhapur, India, where USAID has helped the local government raise funds to finance water infrastructure projects.

## GLOBAL HEALTH

## Clean Water Crucial to Improving Urban Health



Without access to safe drinking water, families along the river in Jolivert, a village about 20 miles south of the Haitian city Port de Paix, dig holes in the dry part of the riverbed and scoop the water out when the holes fill. The CDC tested the Safe Water System here in a pilot project during 2002 and 2003.

**PORT-AU-PRINCE, Haiti**—In the last 50 years, this city's population has swelled from 200,000 people to 2 million. Water services have not kept up, and only about 20–30 percent of residents have access to clean water.

As a result, diarrhea is endemic here and throughout Haiti, and a major killer of children under 5.

Throughout the world, some 2 million children in poor urban areas die of preventable infectious diseases, such as diarrhea, measles, and tuberculosis. That is a death rate 100 times higher than in industrialized countries.

The main culprit is limited access to clean water, which can lead to unsanitary living conditions and poor hygiene, according to health data.

More than a billion people in the developing world have no access to clean water, says the Centers for Disease Control and Prevention (CDC). Others get clean water, but store it unsafely. Aside from serious health problems, limited access to clean water can retard economic growth and social progress.

"Population shifts from rural to urban areas have stressed existing water and sanitary infrastructure and exceeded the capacity of most countries to keep up with demand," says the CDC, which works with USAID on Safe Water System (SWS), an effort to bring safe drinking water to developing countries.

This environment is ripe for the emergence and spread of infectious diseases, the World Health Organization says.

"As shocking and terrifying as the HIV/AIDS pandemic is the lack of access to clean water and sanitation," said Dr. E. Anne Peterson, assistant administrator for Global Health. "For those vulnerable popu-

lations, water disinfection and safe storage at the household level is a critical part of hygiene improvements to reduce the risks of diarrheal disease and death for millions of children and families."

Research shows that safe drinking water dramatically improves the health of all poor people, including those who are HIV-positive.

USAID is supporting SWS and a second household-based water treatment product from Procter & Gamble (P&G), called PuR Purifier of Water, in several countries, including Haiti. Both products disinfect unimproved surface water and improved water with a chlorine solution. The SWS product comes bottled. PuR is packaged in a sachet designed to treat 10 liters of water.

USAID Environmental Team leader John Borrazzo said improvements in infrastructure take years to put in place, while inexpensive, safe-water solutions can be made available quickly.

"Both systems are not meant to replace a safe water supply or foster product dependent behaviors, but in the absence of access to safe water, it is absolutely necessary," he said.

SWS is distributed in Zambia, Tanzania, Rwanda, Malawi, Madagascar, Kenya, and India. PuR is being used in several countries, including Pakistan, where diarrheal disease has been reduced during both normal periods and water-borne epidemics.

In December 2004, efforts kicked off in Haiti with PuR as part of the Safe Drinking Water Alliance, a partnership including USAID, P&G, Population Services International, Johns Hopkins University Bloomberg School of Public Health's Center for Communication Programs, and CARE. ★

## DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE

## Innovative Use of U.S. Food Aid Helps Mitigate Conflict in Bolivia

**EL ALTO, Bolivia**—After this city of 700,000 was hit by economic problems leading to weeks of rioting in October 2003, U.S. deliveries of food have helped restore stability—especially after the riots eliminated many jobs and created food shortages.

"It was not your traditional hurricane, flood, or drought—the typical things you would use food for," said Walter Shepherd, USAID's Food for Peace (FFP) officer in Bolivia.

"It was a manmade political disaster, but it did have some food dimensions to it."

Food insecurity usually occurs in politically unstable countries in Africa, and is linked to flooding and other natural disasters.

But lack of food can be found across the developing world, and can erupt quickly as a byproduct of rebellion and social unrest. Conflict breaks down normal production and delivery of food.

Last year, more than 45 million people in developing countries where there was conflict were in need of food and other emergency aid, the United Nations said.

The International Food Policy Research Institute says that violent conflicts in 43 developing countries between 1970 and 1990 led to hunger and reduced food production.

"Conflict prevention must...be a goal of development and emergency assistance programs," the group said in a policy paper.

In El Alto, USAID, in coordination with CARE and Adventist Development and Relief Agency (ADRA), responded with a program to immediately improve food security in the city's poorest neighborhoods and to rebuild El Alto's infrastructure through a Food for Work program.

USAID had a food program running in this region, but had had none in El Alto since 2001. Serving the people in the city required organizers to shift gears quickly to work in an urban setting.

"The toughest part was trying to make the resources that were available match the situation," Shepherd said, citing the logistics

of getting necessary money, food, and equipment. "The actual mechanisms of food for work are well known here."

Moreover, residents in this impoverished region—the unemployment rate is above 80 percent—were eager to work in exchange for rations.

FFP hired new personnel and set up offices where they could monitor and coordinate with local governments and village committees. ADRA and CARE coordinated their activities with the Agency's Office of Transition Initiatives, which was also involved in El Alto following the crisis.

FFP provided more than 1,000 tons of food and \$1 million in local currency from the USAID mission to finance the work in El Alto. The Agency worked with local officials to create a list of activities to address immediate food needs and promote employment. Priority was given to unemployed women who were heads of the poorest households.

Approximately 392 public works projects were completed between January 1, 2004, and May 31, 2004. These programs included paving cobblestone roads; building concrete curbs and walls for hospitals and schools; developing public green spaces; constructing tree nurseries; collecting trash; and cleaning drainage canals, ditches, streams, and riverbeds.

The program created 17,000 temporary jobs, which supported approximately 63,000 people in El Alto. The emergency program is also credited with reducing political and social tensions in the city, so much so that officials in Bolivia and the U.S. State Department asked that the program be extended.

That should happen in March, said Shepherd, though on a smaller scale than the emergency response effort.

"Using food for work to reduce unemployment is not going to solve all the problems out there," he added, "but if you get a few folks working, if you give people something to do, it does succeed in calming down the situation." ★



Women help rebuild a road in El Alto, Bolivia, as part of a Food for Work program.

## AFRICA

# South African Township Cleans Up, Recycles

**PRETORIA, South Africa**—Plastic bags, rotting foods, paper, cloth, animal bones, cans, and glass are some of the things that can be found in garbage piles in this country's overpopulated slums. Some of the trash is toxic, and much of it won't biodegrade.

At least half of South African communities don't have access to waste collection systems. Rubbish is dumped indiscriminately on the ground. Receptacles are in short

supply. Separation containers for recyclable material are rarely seen.

So much garbage has piled up that local and international development organizations—such as USAID—are carrying out various cleanup and recycling programs throughout South Africa, particularly in townships.

Most often located on the outskirts of a city, townships were designed during apart-

heid to house South Africans of color. Today, they are still home to impoverished blacks, who lack access to municipal services, such as clean water and sanitation services.

During apartheid, municipal governments provided garbage collection only to white areas, while townships were ignored. Later, municipalities introduced country-wide services, but the process has taken time. Today, the Cape Town municipality is extending its services and trying to clean up nearby townships like Khayelitsha.

USAID is funding a recycling project and sponsoring Cape Town's first-ever Integrated Waste Management Plan, which will guide the way forward in this sector for the next 20–30 years. Highlights of the plan include a focus on waste minimization and waste education and training.

Cape Town disposes of some 1.6 million tons of waste per year, a mass that grows annually by about 6 percent. Landfill space is in short supply, and disposal is becoming costlier as a result

of increasing environmental and other legislative requirements. The city faces large-scale illegal dumping and littering.

Local partners are taking to heart the task of cleaning up their township.

"I'm recruiting soldiers to wage war against waste, poverty, and disease in Khayelitsha," said Eunice Roro, a recycling champion who heads the local USAID-funded project.

Roro, known as "Mama Roro," has spearheaded the collection of cardboard, plastics, bottles, scrap, white paper, and cans for recycling since 2002. Using profits from the sale of recyclables, she bought a pickup truck and second-hand trailer that have reduced the number of delivery trips required daily and doubled the volume of recyclables delivered to buyers.

As poor people in the community have seen the value of collecting waste and recycling it, they have changed their attitudes.

"I didn't know that what we used to consider as useless waste and rubbish can turn to be a source of income," said one resident.

Today, Roro has 15 full-time workers. Another 10 people work part-time. Roro has trained several community members to become recyclers. She also works with more than 25 schools, teaching students about recycling and showing them samples of what is recyclable.

The project has been particularly successful in reaching women, who are now recycling household waste and selling their recyclables to Roro's project. One woman opened her own business, training other women how to recycle paper and make beads from the recycled material. ★

*Reverie Zurba contributed to this article.*



Eunice "Mama" Roro (right, wearing blue dress) and a community neighbor sort through rubbish as part of the recycling effort that Roro spearheads in South Africa's western Cape township of Khayelitsha.

## LATIN AMERICA AND THE CARIBBEAN

# Guatemalan Women Seek Safety, Jobs Through Casa de la Mujer

**TECÚN UMÁN, Guatemala**—For Central American women trying to escape illegal trafficking, Casa de la Mujer, meaning "house of the woman," has provided refuge and transformation.

Funded by USAID, the shelter provides a temporary home, vocational training, and direction for women who find themselves homeless or without options.

Worldwide, between 600,000 and 800,000 people—almost always young women and children—are trafficked across country borders, and a number thought to be in the millions are trafficked within their countries, the State Department says. A common theme among victims is that they are economic migrants, moving from rural to urban areas in search of a better life.

That was the case for Rina, who left her

home in El Salvador to search for her mother in Guatemala. En route, she was lured into a life on the street by another woman. Shortly after, at age 16, she was arrested for prostitution and spent the next five years in jail.

When she was released, Rina had no employable skills and quickly resumed prostitution. Four years later, she got pregnant and found herself jobless again.

That is when Rina went to the shelter, where she received a place to stay, medical care, and vocational training in how to make, package, and sell beauty products. She now sells beauty products for a living.

The shelter is run by two Oblate Sisters of the Holy Redeemer, who work with prostitutes and other women in the Guatemala-Mexico border town of Tecún Umán and the surrounding department of San Marcos.

USAID's role is part of a Central America regional program that has established a Trafficking in Persons division. Through a partner—the PASCA Project—the Agency has helped the shelter incorporate community volunteers, who provide everything from financial donations to neighborhood security, and have been instrumental in expanding the center's role as a significant training institution.

"The Casa de la Mujer has grown to become a resource and support system for any number of women and their children who are victims of trafficking, as well as women who became prostitutes to keep their children off the street," said Dr. Lucrecia Castillo, USAID project officer.

"More and more, it is a refuge for women and their children—providing them with

legal aid services, psychosocial support, medical attention, vocational training, and—most importantly—hope, self-respect, and potential avenues to escape from their status as victims," she added.

Since USAID's involvement began in November 2002, Casa has trained 150 women to make and sell cleaning products, style hair, sew, and produce other goods or services. Of the women, nearly one-third were victims of trafficking and the rest were prostitutes, daughters of prostitutes, or victims of gangs and narcotraffickers.

"Casa de la Mujer offers an opportunity for women at risk of prostitution and trafficking to break the cycle in Tecún Umán and elsewhere, in countries like Guatemala, and to vastly improve their lives—restoring their dignity as women," Castillo said. ★

## ASIA AND THE NEAR EAST

# Cooperative Expands Energy Use in South Asia

Pakistan and Afghanistan are the latest additions to the South Asia Regional Initiative for Energy Cooperation and Development (SARI/Energy), a program that promotes collaboration and improvements in energy use among South Asian nations.

The two join Bangladesh, Bhutan, India, Maldives, Nepal, and Sri Lanka in the USAID-backed effort.

Energy is one of the cornerstones of development, fueling economic growth and social progress. Yet USAID estimates that today 40 percent of poor people who live in urban areas have no access to electricity. Instead, they rely on batteries, wood, charcoal, or kerosene for heat and cooking, or get electricity illegally.

The few people who have electricity in developing countries often find it unreliable—subject to rolling blackouts or out of service.

The International Energy Agency (IEA) says demand will double in developing countries between now and 2030. City residents will have an easier time getting electricity than rural residents as development happens, but “the absolute number of people without electricity will increase slightly in towns and cities,” according to an IEA report.

In Afghanistan, about 6 percent of the population is connected to the public grid, according to the World Bank, which provided a \$105 million line of credit in 2004 to improve power supply in the country. The

situation in Pakistan is marginally better: about half the population is connected to the public grid.

SARI/Energy considered it a watershed event in October when Afghan and Pakistani energy officials traveled to India to participate in the program’s semiannual review.

“The fact that India and Pakistan are now talking to each other on energy issues in the context of our regional effort is what makes this special,” said Bob Beckman, regional coordinator and program manager for SARI/Energy. With energy cooperation in South Asia, “there are no losers, only gainers, as trade in hydropower and natural gas will even trade balances, boost government budgets, and provide increased security of supply.”

Since its start in 2000, SARI/Energy has focused on four broad areas: energy security, regulatory reform, distribution improvements, and efficiency. It has brought 3,500 energy sector professionals together. These exchanges, said Beckman, have spurred reform in countries “because seeing is believing, and decisionmakers went home believing they could do the same or better.”

SARI/Energy’s efforts build the framework that allows developing countries to move forward with power projects. In Sri Lanka, for example, SARI/Energy helped establish a fund for energy efficiency investments and helped the country map renewable energy sources on the island for the first time.

Pakistan and Afghanistan will gradually



Andhra Pradesh Central Power Distribution Company representatives discusses operations and maintenance procedures with SARI/Energy executives from Bangladesh, Bhutan, India, Nepal, and Sri Lanka.

U.S. Energy Association

increase their participation with SARI/Energy. Pakistani efforts, for instance, will likely feature regulatory reform and development of renewable energy.

Electricity generation and transmission, as well as renewable energy, are being emphasized in Afghanistan. “We’re going to

complement bilateral efforts to keep the lights on by drawing on regional resources that can efficiently address Afghan needs,” Beckman said, who visited Kabul recently to prepare an initial work plan. ★

[www.sari-energy.org](http://www.sari-energy.org)

## EUROPE AND EURASIA

# Romanian City Leaders Learn to Listen To Voices of Growing Populations

**IASI, Romania**—Because cities such as Iasi provide roads, electricity, jobs, good schools, and a responsive local government

while villages just a few miles away lack them, thousands of people each year move to the cities.



Multiyear budget planning has helped Romanian municipalities such as Caracal to plan for infrastructure projects such as road repair.

To help municipalities maintain existing services as their populations swell, USAID began helping 13 local governments in July 2003 to hold public hearings so that residents could express their needs, and to train officials to respond to those needs.

Public hearings on capital improvement projects, such as the construction and maintenance of roads, drainage systems, streets, and parks, are new to Romania.

At the first such hearing in the municipality of Craiova in March 2004 supported by USAID, 72 citizens ranked proposed investment projects on their importance and necessity.

In seven public debates that followed, 585 citizens voiced opinions and filled out questionnaires about their priorities.

Plans for roads, water systems, and other infrastructure projects were presented, public hearings were held, and final decisions were made reflecting the public’s desires. In Iasi, this project led to the design of an electrical grid that will provide power to a nearby village, Holboca.

Iasi officials are also working to create new sewer systems and clean water supply networks for the small nearby rural communities of Rediu and Tomesti.

The city now has, “in just one document, a multiannual plan for the next five years, a forecasted budget, municipal debt scenario, investment regulations and procedures, and an investment portfolio that fulfills everybody’s wishes,” said Octavian Traian Rusu, the executive director of the Sibiu County Council Regional Development and European Integration Office.

To support transparency, local governments that completed capital improvement plans were encouraged to post the plans on their websites.

The Agency also helps municipalities access credit. One municipality—Medias, in Sibiu County—negotiated a public loan of about \$3 million for 2005–07 and another for \$1 million each year for capital investments in infrastructure and housing. The public loan for Medias was invested in modernizing the water and sewer systems.

Improvement plans for the participating local governments amount to \$118 million, which will fund 293 investment projects in education, health, and other public services. ★

# Swift Relief for Sri Lanka's 600,000 Displaced

**AMPARA, Sri Lanka**—Abdul Kafoor, 36, stands in front of a tent with his two surviving children and tells how the giant wave on Dec. 26 carried off his wife and two other children.

Each night he goes away from the sea, which still terrifies him and his daughters, to sleep with a family whose house was not damaged.

But like hundreds of villagers in Kalmunai, they do not want to be “in the way” of their hosts, so each day they return to the rubble of their homes.

Some have cash-for-work jobs sponsored by USAID, cleaning up schools, fixing roads, setting up water systems, digging drainage ditches for the next rainy season, or building garbage enclosures.

Kafoor, a fisherman, says he is ready to move away from the sea if the government decides to ban all houses within 100 yards, as expected.

“Last night there was a panic, and everyone ran out of their homes because of a rumor another tsunami was coming,” he said Feb. 12.

And, as daughters Karmil, 9, and Fazna, 8, held close to him, he asked: “How can I work and bring up two children?”

U.S. relief to Sri Lanka was swift because USAID has had a mission in the country for more than 40 years—a team familiar with the issues in this multiethnic island, where 60,000 have died since 1983 in a separatist insurrection by the Liberation Tigers of Tamil Eelam (LTTE).

A shaky ceasefire in the past three years between the government and the Tigers allowed cooperation in relief efforts for Tamil tsunami victims in areas of the east and north controlled by the LTTE.

USAID, however, remains barred from direct contacts with the Tigers, who are on the State Department terrorist list.

After the tsunami hit, specialists such as Bill Berger of the Office of U.S. Foreign Disaster Assistance raced to Colombo from his post in Nepal to help the Sri Lankan government.

“The government has not had an experi-

ence like this,” said Berger. “We’ve been through this a lot.”

Tsunami waves generated by the magnitude 9 earthquake under the sea off Sumatra hit around much of this island nation’s coastline, killing 31,000, leaving 5,000 missing, and displacing 600,000.

The tourist regions of the southwest and south were less damaged than other regions and have already had major rehabilitation, as Sri Lankan and foreign aid agencies rushed to restore the economic engine of tourism.

Most severely affected was this eastern region of Ampara, where densely populated fishing villages were inundated and more than 100,000 people were displaced into schools, places of worship, and tent camps.

As one travels along the coast one finds shattered boats—the vital tools the area’s fishermen need to restore their livelihoods. One of the fiberglass outrigger boats, broken in half by the tsunami, has a USAID sticker on its hull. It was provided as part of a program by the Office of Transition Initiatives (OTI) just a few months before the tsunami.

Wayne Brook of OTI had been living for two years in Ampara when the tsunami hit, and has already pledged to work with fishermen to replace all the USAID-funded boats destroyed or damaged by the tsunami.

He described the actions he took in the aftermath: “We shifted from transition to relief right away—gave grants for hospital equipment, which was shipped from Colombo right away,” he said.

Next, the USAID contractor supplied generators and water pumps to camps and schools where 150,000 displaced persons were sheltering. Then hand tools and equipment were supplied to local NGOs to clear roads and public facilities.

The Agency then helped groups of mainly ethnic Sinhalese volunteers come to the east coast from the south to do cleanup. Brook said that because the victims were mainly the minority Tamil community, it was important to have the two groups work together on cleanup. Brook then offered grants to hire excavators, front-end loaders, and trucks for the cleanup.



Amina Umma, 55, and her granddaughter stand in the rubble of their home in Kalmunai, Sri Lanka. “We know we cannot live within 100 meters of the sea, but we have no other place to live,” she said. “If the government gives us land 300 or 400 meters inland, we will accept.”

Other projects include providing latrines; building temporary schools; fixing school desks and chairs; and supplying schools and government offices with photocopiers, printers, and computers.

The U.S. relief effort was greatly enhanced by the U.S. Marines, who supplied speedy helicopter airlift for supplies in the early days of the crisis. Other aid came through private NGOs such as CARE and OXFAM, while foreign donors such as Japan and the European Union also helped out.

However the initial response was made by Sri Lankans themselves, such as Senthurajah Shanmugam, 49, chief coordinator of a group of 14 local NGOs working along the coastal villages in Ampara Province with support from the United Nations, USAID,

and other aid agencies.

As soon as the tsunami hit, he enlisted the help of a motorcycle driver and found a badly injured woman. While rushing to find aid for her, the motorcycle was hit by a wave while crossing a causeway. After Shanmugam grabbed a stone marker, a passing villager gave him his daughter to protect as he clung to the stone. Shanmugam and the girl survived; the girl’s father also survived after being washed into a lagoon, but the motorcycle driver was never found.

Now the NGOs are fanning out among the displaced people to collect reports on their needs.

“It will take five years to recover from this,” Shanmugam said. ★



Amidst the wreckage of Banda Aceh left by the Dec. 26 tsunami, a cleanup crew made up of survivors whose homes were destroyed is working to remove debris, funded by USAID. About 1,000 bodies a day were still being discovered under the wreckage in mid-February.

## U.S., Japan Tsunami Warnings To Protect Indian Ocean Region

The United States and Japan will begin to provide tsunami warnings to the Indian Ocean countries next month, while plans go ahead on a new warning system for the region.

The Hawaii-based Pacific Tsunami Warning Center and Japan’s Meteorological Agency will distribute tsunami alerts to Indian Ocean countries after analyzing quakes in the region, agency official Osamu Kamigaichi said in Tokyo Feb. 17.

USAID helped establish a tsunami warning system for Chile and Peru in the early 1990s. Since the Dec. 26 tsunami, Agency officials have been attending meetings in Asia on setting up a new warning system for the Indian Ocean.

Currently, a tsunami warning system operates in the Pacific. Sensors on the ocean floor detect the movement of tsunamis through deep water and signal the Hawaii center, which alerts warning systems in 26 countries.

Continuing anxiety and panic has affected many of the tsunami survivors, who fear to rebuild, return to their work as fishermen, and remain near the sea. A warning system could help eliminate those fears. ★

FrontLines Editorial Director Ben Barber traveled in February to Aceh, Indonesia, and Ampara, Sri Lanka, to prepare these reports on U.S. and other aid to relief and recovery operations in areas hardest hit by the Dec. 26 tsunami



# Tsunami Aid Reaches 1 Million Survivors

## ▲ FROM PAGE 1

In Indonesia, Sri Lanka, India, and Thailand, more than 1 million people have lost their homes. Many have also lost children, spouses, parents, jobs, and all their possessions.

In mid-February, the number of displaced persons was 412,000 in Indonesia; 553,000 in Sri Lanka; 113,000 in India; 13,000 in the Maldives; and lesser numbers in Thailand, Malaysia, and Somalia.

Casualties in the Asian countries following the earthquake-produced tsunami were: 119,000 dead and 115,000 missing in Indonesia; 31,000 dead and 5,000 missing in Sri Lanka; 11,000 dead and 6,000 missing in India; 5,000 dead and 3,000 missing in Thailand.

A rapid civilian and military response to the disaster by Indonesians, Sri Lankans, Indians, and other local officials—as well as by the United States and many other countries—prevented the outbreak of epidemics among the million homeless survivors.

The Bush administration initially pledged \$350 million after the disaster, but in February asked Congress for \$950 million in total aid for areas affected by the tsunami. By mid-February, U.S. private donations reached \$800 million, and world donations by all governments and private pledges totaled several billion dollars.

The Indonesian language daily newspaper *WASPADA* summed up the feelings of many in this Muslim country of 220 million people Feb. 4 when it said goodbye to the U.S. military assistance fleet with a front-page photo of an aircraft carrier under the banner headline: *Terima Kasih USS A. Lincoln* (Thank You USS A. Lincoln).

The *Lincoln* had sailed here at top speed in four days after the tsunami, and its dozens of helicopters ferried USAID-provided food, water, medicine, and plastic shelters to survivors on the badly mauled west coast of Aceh, where roads were cut and bridges destroyed.

Another place U.S. help played a vital role—apart from supplying tons of food and other aid—was in Banda

Aceh's public hospital. Hit by a chest-high wall of water and mud, the city's major health facility has been steadily cleaned up by a series of crews hired by USAID and other agencies. German medics set up a military hospital outside the gates. Australian military doctors made one ward and supplied a working laboratory.

Another photo on the paper's front page showed the U.S. military hospital ship *Mercy* sailing into Aceh's waters to offer



Dr. Robert Bristow, 40, an emergency physician and teacher at New York's Columbia Presbyterian Hospital, shows midwives at a clinic in Aceh Province, Indonesia, how to sew up a wound. The number of people served by the clinic doubled to 30,000, as many tsunami survivors moved into shelters nearby. Bristow is a volunteer with the International Rescue Committee, which is supported by USAID grants.

medical assistance. Both photos reflected how the prompt dispatch of U.S. military forces—to provide compassionate service as well as unparalleled logistics—nourished good will in a country sometimes beset with anti-American Islamic extremism.

Having averted threatened epidemics of dysentery, cholera, malaria, and other illnesses by prompt grants to NGOs to supply clean drinking water, spray mosquitoes, and assess health conditions, USAID-supported aid groups reported Feb. 15 that the most widespread problem among the displaced was scabies, a treatable skin disorder.

In Indonesia and Sri Lanka, people waited for permission to either return to their destroyed homes close to the sea or for land to build on inland. Meanwhile, in areas such

as Calong on the west coast of Sumatra, the displaced had upgraded their tents into sturdy—if not cozy—shelters, with wooden floors scavenged from the wreckage of their town, plastic sheeting for walls, tin roofs, and jerry-rigged shelves made from branches and boards.

Children orphaned by the giant waves settled in, surrounded by loving aunts and cousins. High schoolers walked for hours from survivors' camps in the hills to attend the new school.

And the constant clatter of helicopters, boats, planes, and heavy equipment marked the intense efforts by thousands of foreign and local volunteers and workers to rebuild the affected countries. ★

## TSUNAMI AID

Timely, targeted emergency relief prevented disease and moved survivors into shelters with adequate food and clean drinking water. But the long-term reconstruction task has barely begun.

Total World Aid Pledged in January . . . . . \$4 billion  
U.S. Aid Pledged in January . . . . . \$350 million

Total U.S. Government Spending by Feb 15 . . . . \$122 million  
USAID Funds Spent by Feb 15  
OFDA . . . . . \$82 million  
Food for Peace . . . . . \$22 million  
ANE Bureau . . . . . \$5 million

U.S. Additional Funds for 2005 Requested . . . . . \$600 million

## Teachers, Imams Trained to Deal With Children's Trauma

**BANDA ACEH, Indonesia**—Giant waves that shattered families and homes Dec. 26 also shattered the peace of mind for survivors—above all the hundreds of thousands of children who have yet to establish the confidence of adult life—and aid agencies are trying to cope with their psychological trauma.

In Sri Lanka, Indonesia, and Thailand, children are afraid to go to school, to be near the water, and to go to sleep at night, say psychiatrists and healthcare workers.

"Some hear screaming voices calling out 'Save us! Save us!'" said psychiatrist Syed Arshad Husain, professor of child psychiatry at the University of Missouri, after training teachers and healthcare workers in Banda Aceh and Colombo, Sri Lanka.

Husain and two psychologists trained 130 Indonesian health workers how to recognize and cope with abnormal depression, posttraumatic stress disorder (PTSD), and psychoses resulting from the tsunami.

While some degree of sadness and grief is normal after such devastating experiences and losses, Husain focuses on cases where children cannot function at all and may even harm themselves or others.

Suicide has been reported among survivors, as well as hysteria, panic, aggression, bedwetting, and avoidance of water. Even flushing a toilet creates panic. And helicopters delivering relief sound so much like the tsunami that it terrifies children.

After working with children in Bosnia, Kosovo, and the Israeli-Palestinian conflict, Husain developed a program to help local health workers identify severe cases and treat them with counseling, support, mental exercises that relax the survivors, and, finally, drugs that prevent anxiety and depression.

He said that in developing countries it may not be feasible to provide such medication.

The training sessions were sponsored by

his university as well as NGOs, including *Mercy Malaysia* and *Doctors Worldwide*.

At a tent camp for tsunami survivors spread around the base of a television tower in Banda Aceh, another child psychiatrist was also training teachers and healthcare workers how to identify and treat traumatized children.

Dr. Indrati Suraputra was sent by the Ministry of Health from Jakarta to prepare for the problems only slowly emerging as survivors move from the numbness of escaping sudden death to the realization of the huge losses they have endured. In addition, she fears that when the survivors leave the community of support they have in the displacement camps, they may experience more sharply any latent problems.

Financed by the World Health Organization and working with the International Organization for Migration, she has also been training imams, the Muslim clerics.

Tengku Asmidin, 26, a young imam who took Suraputra's training course, said "In our religion, we never stop learning."

"Now I learn to understand people better. I can now not just give advice on religion, but on psychological fields."

The imam shares the losses of his flock: he was also displaced by the tsunami and has lost many of his relatives.

"According to my new knowledge [from the training], there are some cases of PTSD and some panic disorder among mainly women. They are turning towards religion to cope. With some knowledge of psychology I will do a much better job of helping them."

Some Islamic clerics had said that the tsunami was a punishment from God because people were not being good Muslims. Asmidin rejected that approach, admitting: "I am different from other imams because I read a lot." ★

# Communication Is Key for Employees Coping with Stress, Distance



Martha W. Rees

Marriage counselor, grief counselor, family counselor, job counselor, dating counselor—Martha W. Rees wears a lot of hats as USAID's social worker.

While the humanitarian and development work that USAID staff does is often rewarding, it can come with a home and personal life that has stresses not experienced in typical 9-to-5 jobs. It is not an easy job, says Rees.

"This is not a career choice; it's a life choice," she says.

Dealing with separate lives is only

the beginning for USAID workers who are assigned to permanent, temporary, or emergency posts outside the United States.

With that comes decisions about where spouses and partners will live, where—and how—children will be raised, and what arrangements are necessary for aging parents or other fragile relatives. Perhaps the most difficult issue of all is maintaining relationships over time and distance.

Communication is key, says Rees,

who counsels staffers before, during, and after TDYs. Here are some stories about USAID staffers who are learning—through patience, creativity, trial and error, or a combination of these—how to balance their work and family challenges.

There are also resources available through the State Department's Transition Center, including a large menu of courses.

<http://www.state.gov/m/psi/tc>

## Simmons-Benton Adapted Career to Family

Anne Simmons-Benton works for USAID as a senior trade advisor. Like other parents—she is married and has three children—she faces the challenge of balancing career with family life.

Anne and her husband, Jon, started with a plan. He would serve two tours as a foreign service officer with the State Department and then they would return to the United States so she could practice international law. It didn't work out quite that way.

Jon was assigned to Romania, and Anne was finishing her last semester of law school before joining him. An accident a week after their wedding left her unable to attend the summer semester, so Anne joined Jon in Romania. Midway through the tour, she found she was pregnant and returned home to give birth. Despite having a newborn, Anne finished her law degree in the United States.

Being married to a foreign service officer has its challenges. The attitude when they first started was that a spouse was not sup-

posed to have a career outside the home. Anne remembers getting mail addressed to "Jon Benton and Dependent Spouse."

The thinking may have changed, but many of the demands have not. "Someone has to get the family settled in," Anne says, "make sure the kids are happy in their schools."

Now that her kids are older, Anne has been able to devote more time to work.

Working for USAID has been demanding. Last year, while working on the Central American Free Trade Agreement, Anne was required to travel so much that it would have stretched the bounds of even a single person. Luckily, her husband was attending the war college in Washington and could spend more time with their kids.

What advice would Anne give to men and women? "You can't have it all at once," she says. "You need to be creative and flexible. Don't be afraid to do things your own way." ★



Anne Simmons-Benton and daughters

## Couple Makes Marriage Work Despite Distance



From left: Sheri-Nouane Johnson, Michael, and Steven

Sheri-Nouane Johnson calls herself a geographically single mom. She and 4-year-old son Michael live in Dhaka, where she is USAID/Bangladesh's deputy team leader for the Population, Health, and Nutrition Team. Her husband, Steven, works as a conservation development consultant in Laos.

People are always asking her, "Isn't it hard to live apart from your husband?"

"In fact," Sheri-Nouane says, "we have never lived together. Living together seems just as foreign to me as living apart seems to others. Sometimes I feel like asking: 'Isn't it hard to live with your spouse all the time?'"

Sheri-Nouane met husband while both of them were Peace Corps volunteers in Thailand. They married in 1999, but before then had already started their long-distance living arrangements, she in Atlanta and he in Asia.

"We have worked on this commuting relationship for several years," she said, "and have managed to see each other every six to eight weeks, usually in a cen-

tral location where both of us take a long weekend or some time to spend together. We have found that visiting each other in our respective work locations is difficult unless the person can really take time off from work."

While Steven may spend more time apart from Michael, his work in Laos—where Sheri-Nouane was born—is creating a link he hopes will be long lasting. Steven feels that helping make Laos a better place will help his son, who is half Lao, articulate his culture and national heritage with pride as he gets older.

"We both feel blessed that we have work that we love," Sheri-Nouane says. "We have prioritized our separate careers to make a unique contribution in the countries and for the organizations for which we work."

"I hope that we can set an example for our son and other families that nontraditional family units are just as strong and healthy as the 'traditional' family units, and there are many creative choices and decisions families can make to pursue the work and lifestyle they wish." ★

## Long Courtship Ends in Cairo

It took more than 12 years from the time they met for Charles and Charita Signer to marry. In that time, their relationship crisscrossed four countries, surmounted piles of red tape, and abided the start of the second Iraq War.

The couple wed in the summer of 2004 and now lives in Cairo, where Charles is a contracting officer with USAID.

The two met through a correspondence club in 1991. Charles was with the Kinshasa mission, but was evacuated along with 20,000 others when soldiers began looting the capital. Charita had recently left college after her father's death and was working in the Philippines.

The two met in person at the end of that year when Charles, vacationing in Manila, invited Charita to visit him.

Soon after, Charita opted out of accepting a scholarship to finish her studies in the U.S. and attended a university in the Philippines, keeping her apart from Charles for a time longer.

"Only a relative few people are able to maintain relationships at long distances for long periods of time," said Charles. "Charita and I are among them."

Charles, who had been based in Washington since returning from Kinshasa, was assigned to USAID/Cairo in 2002. But his arrival was delayed by the war in Iraq. He got to Cairo in June 2003 and applied for a fiancée visa for Charita. That took nearly nine months, during which Charles was sent back to the United States for retraining as a contract specialist.

"Now that we look back, it does seem a little hard to believe that it took 12 years from our first acquaintance until we got married," Charles said. "About half that time, Charita was in college and another year or two we were waiting for her security clearance and visa."

"Fortunately, even though we were a world apart most of the time, we were in daily communication by email, text messages, and telephone. We are now very happy to be here and together." ★



Charles and Charita Signer at the Sphinx at Giza.

## Derrick Kids Face Reverse Culture Shock



From left: Carl Derrick, Michael, Carmen, Anna Christina, and Carla in Ecuador.

USAID/Ecuador Acting Mission Director Carl Derrick is preparing his wife and three children for reverse culture shock. Carl and his family are heading back to Washington this summer from Ecuador, where he will be taking a long-term training assignment at the Industrial College of the Armed Forces.

Carl joined USAID in 1987 as an international development intern and a contracts officer. He went overseas on his first assignment to El Salvador, where he met his wife Carmen, a bank executive there. They married in 1990 and have three children—Carla, 13, Anna Christina, 10, and Michael, 9.

Switching from contracts to project development in 1992, Carl's assignments have taken him to Egypt, Bolivia, and Ecuador.

"My family's unconditional support has been an essential factor in my career," says Carl. "With the world changing around us so fast, they have given me a sense of solid foundation and purpose." He and his family have had long-term assignments where "friendships grew strong and built treasured memories."

"I feel strongly about having a supportive environment in the mission and in your family," he added. "Surround yourself with good people—both in your family and professional life—and the sky's the limit. I feel really lucky because I've been surrounded by good people."

The move to the United States later this year will mark the first time the family has lived in this country fulltime.

"The number one thing for [the children] is friendships and schools and stability," Carl said. "I'm told by parents at the Agency it gets even more difficult as they get older. We're cognizant of that."

Carl said his family is thrilled about moving to the United States. The children, who speak Spanish and English, will have the opportunity to learn American values and customs.

"I am really talking about how wonderful the United States is now," he added. "I really want them to learn the values of their country. Seeing the U.S. from the outside has given my family and me a much richer perspective about what the U.S. really represents to us and the world." ★

## Panama Mission Director Leo Garza Remembered

Leopoldo Garza, USAID/Panama mission director and a 34-year federal government veteran, died Feb. 15 in Washington. He was 60.

He is remembered as a man filled with passion for life, who always gave a lot of himself to others and invested much of his life in social development in Latin America.

"When Leo talked about the true meaning of our life's work, he always arrived at the same conclusion: when you touch someone in need that is the most rewarding feeling imaginable," said Vincent Cusumano, a retired USAID foreign service officer who served with Garza for many years. "Those who knew him well could see then and throughout his career that Leo was someone who was truly motivated by democratic principles and a commitment to the objectives of social justice."

Garza began his career with the Agency in the late 1970s as a special assistant to the

assistant administrator for the Bureau for Latin America and the Caribbean (LAC). In 1980, he was sent to Ecuador, where as general development officer he led the mission's efforts to develop a vibrant civil society.

In 1985, during the civil war in El Salvador, Garza was posted to the San Salvador mission as special project officer. He later became the mission's division chief for the Education and Training Office.

Many schools destroyed by the civil war or by the earthquake were reconstructed under Garza's leadership and bear his name today. The capital's don Basco library also carries his name in honor of his work to reconstruct El Salvador after the 1986 earthquake.

Garza left El Salvador in 1989, going on to several positions in the LAC regional bureau. He was named deputy mission director to USAID/Ecuador in 1994. Three years later, he moved to the same position in USAID/Dominican Republic, where he oversaw the

reconstruction program following Hurricane Georges.

In July 2001, Garza was sworn in as mission director of USAID/Panama, where he spearheaded the program protecting the Panama watershed and did much to advance democratic institutions and administration of justice.

The impact of Garza's work is recognized in the dozens of condolence letters sent to his family from social justice and environmental groups, Panamanian government departments, and individual officials.

U.S. Ambassador to Panama Linda Watt said Garza was "committed to making the world a better place" and was "a genuinely kind and likable person. Everyone respected Leo's work. Everyone liked Leo."

Neal Meriwether, a retired USAID colleague and close friend of Garza's said: "Leo is the one who put the word 'gentle' in gentleman."

Garza was diagnosed with esophageal cancer in October 2004. His spirit remained unceasingly positive—to the point of being called "a tough old bird" by his oncologist.

Garza is survived by his wife Edda and their three children. ★



Leo Garza and his wife, Edda, at the Panama Canal.

## December 26, 2004–January 22, 2005

## RETIRED

David A. Delgado  
Elizabeth A. Donahue  
Elizabeth W. Holman  
Samuel G. Kahn  
Ana R. Klenicki  
Kenneth A. Lanza  
Robert Michael Lester  
Joseph M. Lieberman  
Robert S. Perkins  
Anne H. Phillips  
Michael J. Williams

## MOVED ON

Phillip R. Amos  
Grant W. Anderson Jr.  
Richard J. Kocik  
James E. Vermillion

## PROMOTED

Marilynn E. Bianco  
Barbara Jo Blackwell  
Paul L. Booze  
Susan Bradley  
Krista A. Desgranges  
Amanda G. Downing  
Jean A. Jackson  
Richard Jones  
Maria G. Marigliano  
Jennifer R. Nevin  
Maxine W. Pierce  
Susan P. Pologruto  
Chad Weinberg  
Lawrence Williams

## REASSIGNED

Barbara Belding  
Bolivia to WB/Gaza

Lily Beshawred  
COMP/NE/OJT to Jamaica-CAR/OPDM

Edward W. Birgells  
Liberia to COMP/FS/Reassign

Dennis M. Bryant  
OIG/A/IT&SA to OIG/A/PA

Robbin E. Burkhart  
Ghana/FM to COMP/FS/Reassign

Anthony S. Chan  
EGAT/EG to Egypt/PPS

Blair L. Cooper  
Panama/PPEP to COMP/LWOP

Louis Coronado  
Ukraine/DST to USAID Rep/Yemen

## REASSIGNED

Maureen Dugan  
Colombia to COMP/Detail/SUP

Margaret Dula  
COMP/FS/Reassign to LAC/SA

Jan P. Emmert  
Indonesia/PROG to FRY

Theresa N. Ferguson  
GC/EA to M/HR/POD

Holly Ferrette  
COMP/LT TRNG to Bolivia/ENV SOT

Jeffery T. Goebel  
COMP/NE/OJT to Colombia

Terry L. Hardt  
COMP/FS/Reassign to ANE/MEA

Dale Lewis  
Indonesia/OP to WB/Gaza

Khadijat L. Mojidi  
COMP/NE/OJT to Haiti/PHN

Francesca Nelson  
COMP/FSLT to Guinea/RD

Timothy M. Nelson  
OIG/A/PA to RIG/Baghdad

Erin Nicholson  
COMP/NE/OJT to CA/EF

Dana Peterson  
COMP/FSLT to Bolivia/SOS

Michelle L. Pinkerton  
OIG/I/HQL to OIG/I/LAC-E&E

Neil G. Price  
COMP/FS/Reassign to Ukraine/D

Carl Shakir Rahman  
Iraq/OD to GH/RCS

Donella Russell  
Ukraine/D to RSC/OD

Patricia M. Wexel  
M/FM/A/PNP to M/FM/LM

## IN MEMORIAM

**Geraldine "Gerry" M. Donnelly**, 54, died Feb 6, 2005, in Port St. Lucie, Fl. Donnelly began her career with USAID as a civil service employee while attending law school at night in the mid-1970s. She became program officer in Yemen in 1983. Five years later, Donnelly became program officer to the Indonesia mission, one of the largest Agency posts. She became deputy mission director and program officer in the regional mission in Bangkok in 1988. Donnelly returned to Washington in 1991 as chief of the South Asia Project Development Office. In 1992, she became director of the Office of Democ-

## IN MEMORIAM

racy, Health, and Human Resources for the New Independent States Task Force, which later became the Bureau for Europe and Eurasia. From 1996 to 1998, Donnelly headed the Caucasus mission, overseeing development programs in Armenia, Georgia, and Azerbaijan. Donnelly retired in 2001, but consulted for USAID from her home in Florida. She put plans in place for a project called Siranoush Place, a serenity center where Armenian women suffering from cancer will receive chemotherapy and maintenance drugs to counteract the effects of the treatment. Donnelly's friends say they will best remember her for her infectious laugh, strength and determination of spirit, keen intellect and wit, and great generosity. She collected scores of friends all around the world, traveled widely, and nursed a particular interest in promoting democratic governance as a means for empowering people in developing countries. She also was a mentor to many aspiring foreign service officers.

**John Martin Eustace**, 79, died Jan. 12 in Palm Coast, Fla. Prior to joining USAID in 1962, he held various personnel and administrative positions in the General Services Administration, as well as in the Air Force and Headquarters Marine Corps. He also served with the Marine Corps during World War II and the Korean War. At USAID, Eustace served as executive officer in Panama and Pakistan. He was also director of the Foreign Service Personnel office in Washington. He retired from the Agency in 1979.

**Thomas Clinton Niblock**, 79, died Dec. 17, 2004, in Adamstown, Md. He served in the Army during World War II and the Korean War. He later worked for the United Nations Korean Reconstruction Agency and the U.S. Foreign Assistance Program. Upon joining USAID, Niblock was a program officer in Afghanistan, and then director of the Office of Lao and Cambodian Affairs in Washington. In 1965, he was assigned to the White House to work on economic and social development programs in Southeast Asia. In 1969, he was named mission director for USAID/Philippines, where he served for six years. He then became mission director of USAID/Indonesia. Niblock retired from the Agency in 1981, but continued working in the development field through Winrock International and the National Rural Electrification Association. An avid forester, he was the first president of Habitat for Humanity in Frederick County,

Md. Niblock was awarded an honorary doctorate of humanities by Mount St. Mary's College in Emmitsburg, Md., in acknowledgement of his community service with Habitat and other organizations.

**George Wachtenheim**, 62, died Dec. 9, 2004, in Washington. He served the Agency for 24 years in Latin America and the Caribbean (LAC), the Middle East, and Africa. Wachtenheim joined USAID as a loan officer in 1978, after serving overseas with the Peace Corps. He then became chief of USAID/Peru's Capital Development Division, within the Office of Development Resources. From 1985 to 1988, Wachtenheim was USAID/Bolivia's deputy mission director. He served in the same position in Honduras from 1988 to 1991, and in Egypt from 1991 to 1992. Wachtenheim was also mission director in Peru from 1992 to 1996, and in Mozambique from 1996 to 1997. He then returned to Washington as director of LAC's Office of Central American Affairs, and later that year was named the bureau's deputy assistant administrator. He retired in 1998, but was recalled a year later to be mission director in Colombia.

Wachtenheim returned to Washington in 2001 to accept a position on the Administrator's management team. One of his last roles in the Agency before retiring the second time in 2002 was leading the efforts of Administrator Andrew Natsios to reorganize USAID/Washington. Wachtenheim also worked with the acting deputy administrator to provide front-office leadership to the Agency's overall reform process. In 1993, he was awarded the Senior Foreign Service Presidential Meritorious Service Award. When he left Peru, that government awarded him its highest decoration given to a non-Peruvian. Wachtenheim also served on the Foreign Service Grievance Board, and was appointed in 2002 by then-Secretary of State Colin Powell to a commission conducting an inquiry into the assassination of Foreign Service Officer Lawrence Foley.

## CORRECTION

One name in the Mission Directors/Representatives Directory published in the October 2004 issue of *FrontLines* was incorrect. The mission director for RCSA/Botswana is **Gerald Cashion**.

## El Salvador Legislature Recognizes USAID Mission As ‘Noble Friend’

**SAN SALVADOR, El Salvador**—After more than 25 years of work in El Salvador, the USAID mission was recognized by the Salvadoran Legislative Assembly as *Noble Amiga de El Salvador*—noble friend of the country.

USAID/El Salvador Mission Director Mark Silverman accepted the plaque on behalf of the U.S. government.

In its special recognition, the legislative assembly noted: “USAID has contributed greatly to the strengthening of democracy in El Salvador, focusing its economic assistance on strategic areas such as improving health and education, mitigating rural poverty, providing access to potable water, supporting reconstruction after natural disasters, reactivating the economy, and protecting the environment. USAID collaborated in the modernization programs of key government institutions and, in a special way, the legislative assembly.”

The U.S. has spent \$4 billion in El Salvador since 1979.

The bulk of aid was made available during the 1980s and 90s, as the country was

copied with and recovering from a long civil war. During the transition to peace, USAID helped provide legal title to land for more than 36,000 Salvadorans—many of them ex-combatants. The Agency helped farmers get back on their feet, repaired rural electrical systems and roads, and also helped the Salvadoran government put into place sound economic policies. More recently, USAID supported the creation of the public defender’s office, introduced an institutionalized alternative dispute resolution, and helped to strengthen the Legislative Assembly, the Supreme Electoral Tribunal, the National Council for the Judiciary, the Judicial School, and the National Civilian Police.

The Agency also runs health and education programs, and recently concluded a large reconstruction program following Hurricane Mitch and two earthquakes.

The most recent earthquake recovery program provided land titles to 29,000 poor families and completed reconstruction of houses, water systems, and dozens of schools and municipal buildings (see November 2004 *FrontLines*). ★



Ciro Cruz Zepeda, president of the El Salvador Legislative Assembly, and Mark Silverman, USAID/El Salvador mission director.

Elvira Salinas

## Ecuador, Salvador NGOs Focus on Clean Government



Workshop participants meeting with Mario Conejo, mayor of Otavalo, Ecuador.

Latin American community leaders, NGO representatives, and USAID democracy officers shared thoughts and ideas at two workshops held simultaneously in Quito and San Salvador January 24–28.

Some 50 USAID democracy and governance (DG) officers from missions across Latin and Central America attended, as well as about three dozen local partners.

The workshops included presentations, group work, field trips, academic reading requirements, and training in methodologies. The discussions aimed at combining theory and practice in the areas of anticorruption, decentralization, and democratic local governance.

Participants learned innovative community approaches to addressing crime from USAID/Colombia’s Safe Cities program. They also analyzed real crime statistics and suggested their own community response, which was compared to what the actual community decided to do.

In El Salvador, participants heard from mayors and other leaders about citizens’ involvement in increasing transparency of local government decisionmaking and creating performance indicators to monitor government operations.

Meanwhile, in Ecuador, attendees met with mayors on a field trip to Cotacachi and Otavalo, where they discussed citizen participation and oversight experiences. Attendees were also able to meet with local partners and project implementers at a reception hosted by USAID/Ecuador.

“Our intent was to deliver high-quality training aimed at improving the quality of DG programs by exposure to the latest academic thinking and programming from other regions, as well as comparing similar approaches now being undertaken in the LAC [Latin American and Caribbean] region,” said Neil Levine, director of the DG Office’s Governance Division. ★

## GDA Director Holly Wise Retires After 25 Years with the Agency

Holly Wise, who helped design and then became director of USAID’s Global Development Alliance Secretariat, is retiring after 25 years with the Agency.

Since it was formed in 2001, the GDA has helped create more than 200 alliances—in which USAID has invested about \$500 million, and private partners have put in another \$2 billion toward development projects. Leveraging private investor money is a new concept to development, which has traditionally been funded by aid and nonprofit organizations.

“It’s been a great challenge to be able to do this because it’s been uncharted territory,” Wise said, just weeks before her departure in March (ahead of her official retirement date in May). “It’s been wonderful to see it take hold.”

Wise has worked at USAID missions in Uganda, Kenya, Barbados, China, and the Philippines. In Washington, before becoming director of the GDA in 2002, Wise led USAID’s Office of Business Development. She also held the USAID Chair at the Industrial College of the Armed Forces, where she taught political science and environmental courses.

In a 2004 interview in *The Business of Government* magazine, Wise said: “There are many companies now that need to understand new markets and view poor people not as a liability but an opportunity. It makes these companies more agile

and competitive, and they will be ready to take up tomorrow’s challenges. They’re willing to work in emerging markets with others who can help them understand those markets better, and help them do the right thing with delivering products to, or sourcing goods and services from, the poor.”

The GDA’s work is now part of a case study at the John F. Kennedy School of Government at Harvard University, said Wise, in listing some of the milestones for the GDA.

Wise herself was a finalist for the Service to America Medal, which pays tribute to people in the federal workforce who have made significant contributions to the country.

Wise, who is also a mother of three, plans to take a little time off before deciding on her next career move. ★



Holly Wise

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Readers are encouraged to send in stories, feature articles, photos, nominations for “First Person” or “Mission of the Month” columns, and other ideas.

Letters to the editor, opinion pieces, obituaries, and requests to be added to the mailing list should be submitted by email to [frontlines@usaid.gov](mailto:frontlines@usaid.gov); by fax to 202-216-3035, and by mail to Editor, *FrontLines*, USAID, Ronald Reagan Building, Suite 6.10, Washington, D.C. 20523-6100; tel. 202-712-4330.

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## Rising Hopes ▲ FROM PAGE 1

But, in recent months, Sudan has reportedly ended its support for the LRA. Since then, a number of LRA soldiers and senior officers defected, taking advantage of Uganda’s amnesty law. Sam Kolo, head of the LRA peace team, surrendered to Ugandan authorities Feb. 16. He is one of the highest ranking rebel commanders to turn himself in.

Since December, the Ugandan government has been engaged in on-and-off peace talks with the LRA, which the U.S. government classifies as a terrorist organization. The group is headed by Joseph Kony, who claims to possess mystical powers and opposes President Yoweri Museveni.

“We have to think transborder when we think about how to resolve the issues of northern Uganda,” said Roger Winter, assistant administrator for the Bureau for Democracy, Conflict, and Humanitarian Assistance.

Northern Uganda is home to some 11 percent of all of Africa’s internally displaced persons (IDPs)—a number comparable to those displaced by the conflict in Darfur, Sudan.

Victims of the conflict reside in more than 200 camps spread along the northern region near Sudan. Humanitarian conditions at the camps are dismal; the camps lack food, education, medicine, water, and sanitation.

“This is one of the world’s largest and longest-running humanitarian disasters, which until recently has been largely ignored by the outside world,” said Vicki Moore, USAID/Uganda mission director. “We are thankful that the international community has rallied to address the needs of the conflict victims and, hopefully, that peace can be restored soon.”

The USAID mission in Kampala spent \$77.5 million last year in northern Uganda to promote peace and reconciliation and improve conditions for people living in the



*A soldier guards Labuje, one of 18 camps for internally displaced people in Kitgum district. Some 14,188 people live here. The camp was set up in August 2003, after the antigovernment rebels threatened massive attacks on residents of nearby villages. As a result, almost the entire population of these villages fled to the relative safety of Labuje Community Center on the outskirts of Kitgum town.*

camps. Food for Peace provided 60 percent of the food aid to northern Uganda, while the Office of U.S. Foreign Disaster Assistance worked on improving conditions, mainly through sanitation and water services.

Long-term development is focused on education, health, psychosocial services for kidnapped children, reintegration of former combatants into society, and agricultural growth. The mission is prepared to work in a situation of peace or continued conflict. ★

## Cochran, Lewis New Heads of Appropriations Committees

Sen. Thad Cochran, R-Miss., and Rep. Jerry Lewis, R-Calif., are the new chairmen of the committees on appropriations in the 109th Congress in 2005, a year when increases for HIV/AIDS programs and the Millennium Challenge Account (MCA) will be key budgeting issues for USAID.

Cochran is taking over the Senate chairmanship from Sen. Ted Stevens, R-Alaska, who had reached the six-year term limit in the post. Lewis, a 27-year veteran in the House, won that body’s appropriations chairmanship after a hotly-contested, three-way competition.

Cochran has served on several appropriations subcommittees during his 26 years in the Senate, and has chaired two—agriculture and homeland security.

During his first year on the agriculture subcommittee, he started the Cochran Fellowship Program through the Agriculture Department’s Office of International Cooperation and Development. The fellowship, now 20 years old, exposes senior and mid-level specialists from middle-income countries and emerging markets to U.S. expertise,

goods, and services. The goal is to promote development in their own countries and build ongoing relations in the United States.

“We created opportunities for foreign nationals to visit the U.S. to explore techniques in agriculture, food safety, and other areas that they could take back to their own countries,” Cochran said.

Lewis was chairman of the defense appropriations subcommittee and a long-time member of the Foreign Operations subcommittee. He has said the United States should be a force in foreign affairs.

“It’s my view that, beyond national defense, one of our major responsibilities is to have a positive impact upon the world and the opportunity for freedom for people in the world,” Lewis said during a January meeting of the Subcommittee on Foreign Operations that focused on the Asian tsunami.

“This is a chance for us to have people look at America in a different way in the [South Asian] region,” Lewis said. “I’ve spent a considerable amount of my time—my life in the past—in the country of India. And the very areas in the south that were

impacted by the tsunami are the areas where I spent most of my time. It’s incredible to understand what’s happened” throughout the region.

“In all those populations there is a chance for us to change their future and, doing so, change the impact that America has on behalf of freedom in the world,” Lewis added.

David Liner, USAID deputy assistant administrator for legislative and public affairs, said HIV/AIDS and the MCA will be front-burner issues for the Foreign Operations Account. The Agency is also following funding for a number of other programs, including those on the environment, biodiversity, and basic education.

President Bush’s budget requests \$9.1 billion in fiscal year 2006 for development and humanitarian assistance carried out by USAID. Among the highlights of the budget request are \$191 million for democracy,



*Sen. Thad Cochran, R-Miss*



*Rep. Jerry Lewis, R-Calif*

governance, conflict mitigation, and human rights programs; \$655 million for disasters and famines; \$885 million in food assistance; \$451 million for education; \$433 million for agriculture and natural resources; and \$330 million for HIV/AIDS.

The budget also calls for \$3 billion to expand the MCA and \$3.2 billion to continue the President’s Emergency Plan for AIDS Relief. ★

# New Funding Mechanism Facilitates Public-Private Alliances

USAID is now tapping a new funding mechanism that allows missions and departments to initiate strategic partnerships with for-profit and other nontraditional partners.

The new Collaboration Agreement is in response to a 2004 assessment of the Global Development Alliance's (GDA) business model, which found the Agency's standard procurement mechanisms were not always suited to the dynamics of building public-private alliances.

The Collaboration Agreement also formalizes GDA's relationships with for-profit and other nontraditional partners—also called resource partners—while keeping relationships with more traditional implementing partners intact.

In the past, corporations that approached USAID often found the Agency's funding mechanisms daunting. Obligating funds for public-private alliances through grants, coop-

erative agreements, and contracts requires competition of new solicitations, a waiver excepting the competition requirement, or modification of an existing agreement with a commensurate scope of work. Each of these options at times has proved cumbersome, and in some cases planned alliances could not go forward. The new funding mechanism provides an alternative.

"The Collaboration Agreement reflects the partnership nature of public-private alliances, rather than the procurement relationship implied by our standard funding mechanisms," said Jim Thompson, program analyst for the GDA Secretariat. It "is a major step forward in enabling program staff to strengthen development impact through public-private alliances."

Administrator Andrew Natsios, who authorized the Collaboration Agreement's immediate use at the start of 2005, has long

stressed the need to tap into the wealth of resources found in the private sector. These nontraditional partners do not routinely work with USAID and they provide services that don't normally involve foreign development assistance.

Resource partners—including corporations and foundations—can offer expertise in research and development, marketing and distribution, market presence, and intellectual property, Thompson said.

Other transactions authority is also used by the departments of Homeland Security and Defense to allow partner corporations to profit from innovations generated by the collaboration.

The new Collaboration Agreement is considered appropriate when

- a nontraditional partner will receive USAID funds directly and there is a compelling reason why federal and non-federal

resources would be jointly programmed.

- the alliance fits within the scope of work of an Annual Program Statement or Request for Application.
- other funding mechanisms have been deemed unfeasible or inappropriate.

The Collaboration Agreement will not replace standard funding mechanisms.

"USAID's other transactions authority permits creativity in crafting the alliance agreement to achieve relationships beyond that of a procurement or grant," said Mark Walther, who helped craft the new mechanism for the Office of Acquisition and Assistance. "However, government oversight agencies will review our use of this authority to ensure that it was utilized to achieve results unable to be recognized through traditional instruments and not to avoid procurement requirements and restrictions." ★

## Program Evaluations Revisited With Eye To Reform

When a giant tsunami hit Indonesia and other Asian countries in December, the USAID mission in Jakarta reacted immediately. But it wanted to do so in the most effective way, so it sought guidance by delving into evaluations of past programs addressing natural disasters.

"There are a lot of lessons that can be learned from projects that are closing, which can be shared with other country programs," said Cressida Slote, the monitoring and evaluations officer at the Bureau for Europe and Eurasia.

The importance of program assessment is underscored by Administrator Andrew Natsios' recently launched Evaluations Revitalization Initiative, a four-part effort that aims to improve the way evaluations are done and used. The initiative also aims to create a new practitioner's guide and offer training courses.

The Center for Development Information and Evaluation (CDIE) has been tasked

with spearheading the effort by reforming evaluation policies, setting new standards for the studies, and training evaluation officers. CDIE will continue to conduct its own strategic evaluations for senior Agency staff.

Evaluations were a required practice for each Agency-backed program until 1994. New USAID regulations then dropped that requirement, and over the years fewer programs have been assessed for results. Some 528 evaluations were submitted to the Agency's evaluations bank, the Development Experience Clearinghouse, in 1994; that number fell to 79 in 2001.

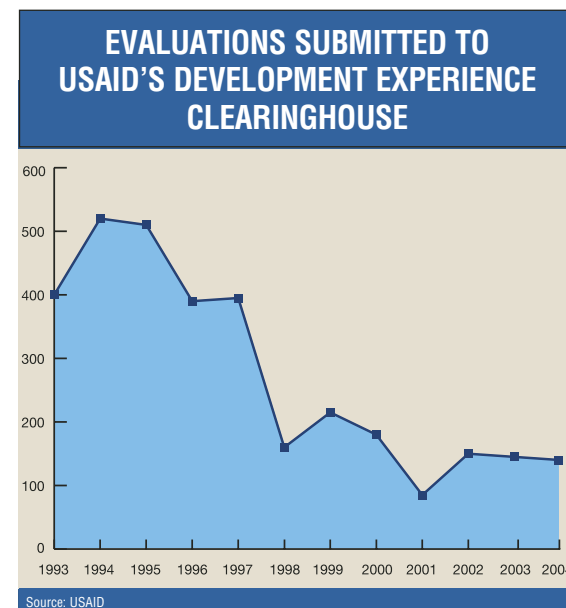
"But there is a resurgence of interest in evaluations," said Slote, who is approached weekly by USAID bureau and mission staff, as well as contractors who want guidance on assessing a project.

Evaluations, she said, "help with being able to make a management decision or understanding and gauging the impact of our work, in order to know when to scale down a

project when we're doing something right, or when we need to make a change."

In recent years, the Bureau for Africa and the Bureau for Europe and Eurasia offered evaluation methods training courses for their personnel, which resulted in a significant increase in the quality of evaluations being done by the missions. Such training will now be expanded to all bureaus.

CDIE is also increasing the Agency's outreach with others in the evaluation community by participating on panels at professional meetings, such as the American Evaluation Association. As the Agency's focal point for evaluation, CDIE will coordinate with other U.S. government entities and explore possible joint evaluations with other donors and international organizations. ★



▲ SEE ALSO NOTES FROM NATSIOS ON PAGE 3

## U.S. Leads Rise in Flow of Global Foreign Assistance

Foreign assistance from the United States, 21 other donor countries, and the European Union reached \$69 billion in 2003, according to the new annual report released Jan. 18 in Washington by the Development Assistance Committee (DAC).

DAC Chairman Richard Manning said at the National Press Club that "we are on the road" to cutting in half the number of people living on less than \$1 per day in the next decade, mainly thanks to economic progress in China and India, the world's two most populous nations.

Aid by all donors is expected to rise to \$88 billion by 2006, said the chief of the DAC, which is part of the Organisation for Economic Cooperation and Development (OECD).

But reaching the U.N. Millennium Goals

of providing education and child healthcare to much of the world's poor is a challenge, he added.

And he said it was "too early" to know whether the HIV/AIDS pandemic will be adequately addressed by massive U.S. and other donor programs. However, the DAC said in a statement that the price of antiretroviral drugs has fallen by 95 percent in the last few years.

Administrator Andrew Natsios told the Press Club meeting that U.S. Overseas Development Assistance rose from about \$7 billion in 2000 to \$16 billion in 2003 and will reach \$19 billion in 2004.

Twenty-four percent of aid delivered by the 22 DAC donors is given by the United States, followed by 13 percent by Japan, Natsios said.

He also noted that private U.S. foundations, NGOs, corporations, universities, and churches give four times as much aid as the U.S. government.

Manning said that "sub-Saharan Africa is off-track for pretty much all the [Millennium] goals."

Efforts to assist poor countries through improving trade, easing debt, and conflict resolution are all things "we can do" he said.

However, he noted the importance of security to development and the need to work on both of those at the same time.

"It is naive to suppose that development and progress will automatically reduce conflict, but a massively unequal world is bound to [stir resentment]," he said.

Manning noted that foreign aid was 0.33

percent of the gross national income of the 30 Western countries in the OECD before the Berlin Wall fell. Then aid fell to 0.22 percent in 1997, rising to 0.25 percent in 2004 and possibly returning to 0.3 percent in the near future.

Referring to the massive outpouring of public and private aid to the tsunami crisis, Manning said it was too early to tell if the increase will be permanent. "It could turn out negative if the public sees it as mishandled."

"What may come out of the tsunami is wider understanding of the problems of poor neighbors," Manning said.

The relief effort has "gone well—we have avoided a second round of death from disease," he said. ★

**\$9 Million to Keep Turkish Kids in School**

**ANKARA, Turkey**—To help poor Turkish families keep their children in school, U.S. and Turkish officials signed an agreement Feb. 7 giving the Turkish Social Solidarity Fund's Social Risk Mitigation Project \$9 million, provided through the World Bank.

"We admire the work of the Social Solidarity Fund, which is working through local foundations and schools—people who best know the local families—to ensure that all the children of Turkey have access to basic education," U.S. Ambassador Eric Edelman said during the signing ceremony at the Turkish Treasury. "Increasing enrollment rates for students from poor families and, in particular, increasing enrollment rates for girls are critical objectives that Turkey has defined for itself, and that we are delighted to support."

**Aid Flows to Children After the Tsunami**

**WASHINGTON**—USAID announced Feb. 4 it will match a \$1 million contribution from U.S. candymaker Mars, Inc. to help children in Indonesia and India affected by the aftermath of the December tsunami.

Funds will be channeled to international and local relief organizations working in the affected areas.

"The Mars Alliance is a great example of the U.S. government helping channel the overwhelming generosity of the private sector to help vulnerable children during this

crisis," said James Kunder, assistant administrator for Asia and the Near East.

Virginia-based Mars is a family-owned producer of confectionery, food, beverage, and electronics products.

**Intellectual Property at Risk**

**NEW YORK**—A new book from the World Bank warns that people from poor countries must find ways to reap the benefits of turning their knowledge into commercial success.

"The United Nations has estimated that developing countries lose at least \$5 billion annually in unpaid royalties to multinational corporations that appropriate traditional knowledge," said Coenraad J. Visser, a contributor to *Poor People's Knowledge: Promoting Intellectual Property in Developing Countries*.

The book discusses the kinds of knowledge from which developing countries can earn money—including craft designs, music, and medicines—and points out some of the problems encountered in trying to patent or copyright products that have evolved over generations.

"For example, of the approximately 120 pharmaceutical products derived from plants in 1985, 75 percent were discovered through the study of their traditional medical use," said book contributors Kerry ten Kate and Sarah A. Laird.

Yet benefit-sharing agreements between the holders of traditional knowledge and the

pharmaceutical corporations are still relatively rare, they added.

**\$5 Million Justice Reforms in Mexico**

**WASHINGTON**—USAID will provide \$5 million over the next four years to support justice reforms in Chihuahua, Mexico. The money will be used for legal education, technical assistance, and professional exchanges for state prosecutors, judges, and defense attorneys.

Tony Garza, the U.S. Ambassador to Mexico, announced the initiative Feb. 3, and said the program would advance justice reform and assist crime victims.

He added that part of the U.S. assistance would facilitate legal assistance and provide mental health services to help with the anguish and trauma suffered by families of the hundreds of women killed over the last decade in the state of Chihuahua. Since 1993, approximately 340 women have been slain in the Juarez area.

Garza said the new initiative will help ensure "the safety and well-being of both Mexican and American citizens."

**U.S. Aids Venezuela and Guyana**

**WASHINGTON**—USAID is providing \$50,000 to the Venezuelan Red Cross for the purchase and distribution of emergency relief items after heavy rains, landslides, and persistent flooding in north-central Venezuela that began Feb. 7.

The Agency has given another \$1.2 million to cope with rains in Guyana.

Aid to Guyana includes the cost of a high-capacity mobile water pump designed to remove water from flooded areas. The pump is crucial, since rainfall exceeded 42.3 inches in January alone, and the May-June rainy season is not far off.

The Office of U.S. Foreign Disaster Assistance (OFDA) is also providing hygiene kits, oral rehydration supplies, and drinking water in Venezuela and Guyana.

Some 15 deaths have been reported in Venezuela, where President Hugo Chavez declared a state of emergency for Caracas and the states of Aragua, Carabobo, Miranda, Vargas, Falcon, and Yaracuy Feb. 9. More than 3,700 homes have been destroyed, and some 14,800 people have been evacuated. There are widespread power outages and damage to highways and roads.

Some 290,000 people were affected by the heavy rainfall, flooding, and disease in Guyana.

USAID was hoping to separate contaminated floodwaters and livestock from the affected population to prevent the spread of disease. Through the Amazon Malaria Initiative, USAID's Bureau for Latin America and the Caribbean will have \$200,000 at its disposal to combat malaria in the flood-affected administrative regions of West Demerara/Essequibo Islands, Demerara/Mahaica, Mahaica/West Berbice, and the capital city of Georgetown. ★

## YOUR VOICE

### Dedicated Contractors Die in Afghanistan Air Crash

BY SANDRA JORDAN  
Bureau for Global Health

The recent deaths of three employees of Management Sciences for Health (MSH) provide a somber reminder of the dangers faced by those who choose to work in development. Cristi Gadue, 26, Amy Lynn Niebling, 29, and Carmen Urdaneta, 32, were among the 104 people who died when an Afghan Kam Air Boeing 737 crashed in the Chaperi Mountains, 20 miles outside Kabul, Feb. 3. There were no survivors.

Amy and Carmen were ending a three-week trip to Afghanistan, where they were gathering stories and photographs for the company's USAID-funded Rural Expansion of Afghanistan's Community-based Health Care program (REACH). Amy was collecting material for the company's website, while Carmen was developing a comprehensive communications plan for the project.

Cristi, the Kabul-based reporting and communications officer for REACH who was responsible for disseminating key program information to USAID, was with them.

Each of these women embodies the best traits of a development communicator: fearless, adventurous, friendly, and eager to find out more about the world and its people.

The last picture I have of Carmen showed her in an Afghan market, head and shoulders wrapped in a bright pink pashmina

shawl, clutching her camera, her sunglasses giving her a vaguely old-Hollywood air. She's between a butcher and his son. Behind her, slabs of beef hang on hooks outside the shop. The older man has her in a warm bear hug; his son stands at her elbow. They are smiling broadly.

When I got the picture I wondered what this Bostonian—by way of Venezuela—found in common with these two Afghans, what they were laughing about, and what stories she would bring back with her.

Carmen had been providing USAID with human interest stories and photographs since joining MSH in 1999. Her dispatches first came from Africa, where she was based in MSH field offices. We began plotting how to get more human interest stories out of the field and worked together more and more, sharing the stage at workshops and conferences and speaking on the hows and whys of gathering stories.

In fact, it was the stories of peoples' lives that drove Carmen into the field again and again. She always came back with vivid accounts, piles of photographs, and success stories by the dozen. She was a generous, life-embracing woman whose intelligence, commitment, empathy, and sense of humor made her a wonderful writer as well as a treasured friend.



Carmen Urdaneta



Amy Lynn Niebling



Cristi Gadue

Amy and Cristi were more recent to MSH. Amy had been there just over a year, and this was her first field assignment. Cristi had been working in Kabul since September 2003. They were professionals in every sense of the word, excellent and well-respected writers able to connect with people they met. They possessed tremendous energy and enthusiasm, a strong sense of life and purpose, and were deeply committed to helping people.

Indeed, these were the guiding principles in the lives of all three women. In the last call to Kabul before they left Herat, Cristi expressed for the three a tremendous sense of satisfaction with what they had achieved. They will be sorely missed.

MSH has established a memorial fund

that will be used to further the work to which Amy, Carmen, and Cristi dedicated their lives. Contributions may be directed to Management Sciences for Health, Gadue-Niebling-Urdaneta Memorial Fund, 784 Memorial Drive, Cambridge, MA 02139-4613 USA.

Eight other passengers on the crashed plane worked for USAID partner Louis Berger Group and one of its subcontracts building the Kabul-Kandahar-Herat road. They were Texan Mark Humphries, Italian citizen Gianluigi Barattin, and Turkish citizens Mustafa Kemal Dondar, Mustafa Firat, Mehmet Korkmaz, Erkan Helvacioğlu, Ayhan Birci, and Ahmet Hamdi Saral. ★