

**NOMINATIONS OF THE 110TH  
CONGRESS—FIRST SESSION**

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**HEARINGS**

BEFORE THE

**COMMITTEE ON FOREIGN RELATIONS  
UNITED STATES SENATE**

ONE HUNDRED TENTH CONGRESS

FIRST SESSION

—  
JANUARY 30 THROUGH DECEMBER 19, 2007  
—

Printed for the use of the Committee on Foreign Relations



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COMMITTEE ON FOREIGN RELATIONS  
110TH CONGRESS—FIRST SESSION

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JIM WEBB, Virginia	DAVID VITTER, Louisiana

ANTONY J. BLINKEN, *Staff Director*

KENNETH A. MYERS, Jr., *Republican Staff Director*

\*Note: Reassigned to Committee on Finance January 24, 2008.

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COMMITTEE ON FOREIGN RELATIONS  
110TH CONGRESS—SECOND SESSION

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ANTONY J. BLINKEN, *Staff Director*

KENNETH A. MYERS, Jr., *Republican Staff Director*

\*Note: Appointed February 12, 2008.

**NOMINATION OF HON. HENRIETTA HOLSMAN  
FORE TO BE ADMINISTRATOR OF THE  
UNITED STATES AGENCY FOR INTER-  
NATIONAL DEVELOPMENT**

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TUESDAY, JULY 24, 2007

U.S. SENATE,  
COMMITTEE ON FOREIGN RELATIONS,  
*Washington, DC.*

Fore, Henrietta Holsman, to be Administrator of the U.S. Agency  
for International Development

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The committee met, pursuant to notice, at 2:18 p.m., in room SD-419, Dirksen Senate Office Building, Hon. Robert Menendez presiding.

Present: Senators Menendez, Nelson, Casey, Lugar, Hagel, and Corker.

Also Present: Senator Hutchison.

**OPENING STATEMENT OF HON. ROBERT MENENDEZ,  
U.S. SENATOR FROM NEW JERSEY**

Senator MENENDEZ. This hearing will come to order.

Secretary Fore, let me welcome you to the committee, as well as on behalf of Senator Lugar, who I'm sure will be with us shortly, and our—the ranking member of the full committee, and Senator Hagel, the ranking member of the subcommittee.

I know, Madam Secretary, that you know—that you have stated, in both past hearings and in writing to me, that you have made improving and expanding communications in consultation with Members of Congress one of your key goals. And I think you're to be commended for trying to forge a new alliance with Congress, and I want to thank you for and your staff for your responsiveness throughout this process.

I'd also note that today's nomination hearing, of course, is only the first step in what may be a long journey. This hearing today provides members of the Foreign Relations Committee the opportunity to ask you key questions about USAID and the "F" process, as well as questions relating to your position as Under Secretary of Management.

Obviously, how the nominee responds to the questions posed to her today, and questions submitted for the record, will help determine when and if the full committee schedules a vote on her nomination. Assuming that vote is scheduled and the nominee is voted

out of committee, her nomination would then go before the entire Senate. So, I say, again, today's nomination is only the first step in that journey, but an important one.

We've already had an entire hearing on the foreign assistance reform, or "F" process, so I'm not going to restate everything that we've already discussed in that hearing, but I want to reiterate that the administration's foreign assistance reform, in my view, is in need of serious reform, itself. Mr. Tobias created a top-down secretive process that continued the decimation of USAID, did not actually put all of U.S. foreign assistance under one umbrella, and tried to shift funding away from the long-term development goals like poverty alleviation.

So, Madam Secretary, as I told you at our last hearing, I believe you had a window of opportunity to make some serious changes to the "F" process. In both your hearing and in the subsequent letter, I asked for commitments from you in many areas, including repairing morale at USAID, focusing on poverty alleviation, providing for real consultation on the ground, rethinking the shift of funds from development assistance to more flexible accounts. I'm not going into detail about your responses to my letter on each of these issues at this time, although I and my staff will be closely following how you handle each of them.

I also know that you're aware that one of the most contentious issues we discussed was the possible closing of a number of USAID missions. Frankly, when it comes to the issues of closing USAID missions, I'm faced with a very strange situation. On the one hand, I have numerous experts and insiders coming to me, telling that there is a list of possible USAID missions to be closed. In fact, some of the USAID staff believe they were not going to certain USAID missions, because they were going to be closed, and outside organizations had been told that their projects were ending. On the other hand, USAID staff, in meetings with the Senate staff, have clearly stated that there was no list of USAID missions to be closed, and they have explained that there is only a, quote, "exercise" carried out to take a look at the issue, and never a determination that any missions should be closed.

I know, however, that this exercise did produce a list, which included Panama, Guyana, Namibia, Mongolia, Brazil, and Cyprus. USAID staff have promised us that there are no current plans to close these USAID missions during fiscal year 2008, and that the list I just read is not a list of missions to be closed. If you are confirmed, however, you may be faced with a decision about whether to close such missions, and let me be absolutely clear—at least for myself—I do not expect USAID to close any missions without intense consultations with Congress. An intense consultation with Congress does not mean that you come up here and tell us about the decision after you have made it.

Now, for many years I have been talking about the importance of increasing minority representation at the State Department, especially in the Foreign Service. I believe we need to make the face of America to the world look like America at home, and I'd like to take a moment to commend my colleague, Senator Obama, for being a leader on this issue. I know he wanted to be here, and he

will be submitting some statement and questions for the record in that regard.

Finally, Madam Secretary, as I said in the beginning of my statement, this hearing is the beginning of a long process. Right now, although I appreciate your efforts to be responsive to the committee, I don't know whether or not I'll support your nomination. In making my determination, I plan to look closely at your responses to my questions and those of other members of this committee. I also would like to see a true commitment to fix the failing foreign assistance reform process.

And, with those introductory words, let me turn to Senator Lugar, the ranking member of the full committee, for any remarks he may have.

**STATEMENT OF HON. RICHARD G. LUGAR,  
U.S. SENATOR FROM INDIANA**

Senator LUGAR. Thank you very much, Mr. Chairman.

I join you in welcoming Henrietta Fore for her confirmation hearing before the committee today. I appreciate the presence of the distinguished Senator from Texas, Senator Hutchison, by her side.

I appreciate, also, the cooperation shown to the committee throughout her tenure at the State Department by our nominee today. Ms. Fore is before the committee to be considered for confirmation as the Administrator of the U.S. Agency for International Development. She's already serving as the Director of U.S. Foreign Assistance at the State Department, a position created by Secretary Rice.

If confirmed for this dual-hatted role, Ms. Fore will be tasked with overseeing and coordinating our Government's multifaceted outreach to countries where poverty and suffering create both a humanitarian imperative and a new security risk. Obviously, Secretary Rice has the highest regard for the nominee's abilities.

She has also received a sterling endorsement from the Foreign Affairs Council, an umbrella group of 11 organizations that focus on foreign policy management. I ask that the letter written by the Council's president, Tom Boyatt, be inserted in the record.

Senator MENENDEZ. Without objection.

Senator LUGAR. I thank the Chair.

[The information previously referred to appears at the end of this hearing in the Additional Material Submitted for the Record section.]

Senator LUGAR. Americans have long supported their Government's work to save lives and alleviate human misery. Since 9/11 and the harboring of terrorists in Afghanistan, we have acquired new insights into how failing states can provide fertile ground for nurturing global terrorism. This administration has taken on the challenge by making new commitments to international economic development. It has increased foreign aid spending and created new funding mechanisms. It has boosted America's focus on crises, such as the HIV/AIDS pandemic, that can set developing societies back decades. It is preparing a response capability to rush civilians and reconstruction expertise to countries devastated by conflict. And it has sought to promote good government, sound economic

policies, and strong social programs focused on human development in all poor countries around the world.

Secretary Rice's instinct to seek greater coordination and clarity in the new firmament of foreign assistance is on the mark. We need to meld new activities in a constructive way with our traditional approaches. We need to prioritize our goals and design our strategies in a way that is transparent to policymakers, legislators, and recipients, alike. We need to be able to measure, analyze, and assess outcomes so we can tell if we're making a difference.

Every dollar of foreign assistance needs to count toward our hopes for a more peaceful and prosperous world.

In the two key areas of USAID Administrator and director of the process of foreign aid coordination that Secretary Rice initiated a little more than a year ago, the Congress is looking for leadership that strikes the appropriate balance between the need for strategic direction from headquarters and the flexibility in the field to address the unique challenges posed by each recipient country.

To inform our own views, I directed the Republican staff of the Senate Foreign Relations Committee to undertake a field-based study of our foreign assistance efforts. Now ongoing, we are looking at assistance funded by the State Department, USAID, the Defense Department, and other agencies, in more than 20 countries in Africa, Eastern Europe, and Latin America, and we're paying particular attention to the new coordination process to see how it is mirrored in the field. We're looking at USAID programs, section 1206 security assistance, Millennium Challenge Corporation, the Middle East Partnership Initiative, and the President's Emergency Plan for AIDS Relief, known as PEPFAR, as well as how programs run by such U.S. Government departments as Agriculture, Treasury, and Homeland Security are coordinated at the embassy level.

In a previous staff report, "Embassies as Command Posts in the Campaign Against Terror," it was recommended that the Secretary of State should insist that all security assistance, including section 1206 funding, be included under her authority in the new foreign assistance coordination process. Ms. Fore, the committee today will be interested in how you view your own role in making certain that our response to violent extremism is calibrated, supported by an appropriate mix of civilian and military foreign aid.

I plan to share the findings of our current study with you as it's completed. I welcome you to the committee, and I look forward to your testimony.

Thank you, Mr. Chairman.

Senator MENENDEZ. Thank you, Senator Lugar.

Senator Hagel, would you care to make some remarks?

**STATEMENT OF HON. CHUCK HAGEL,  
U.S. SENATOR FROM NEBRASKA**

Senator HAGEL. Mr. Chairman, thank you. I do have a statement, which I will ask to be submitted—

Senator MENENDEZ. Without objection, all of the members' statements will be submitted to the record.

Senator HAGEL [continuing]. For the record. Thank you.

Senator HAGEL. I add my welcome to Secretary Fore and to our distinguished colleague, the senior Senator from Texas. And I



await Secretary Fore's testimony, and then I would be very pleased to pursue questions.

Thank you.

[The prepared statement of Senator Hagel follows:]

PREPARED STATEMENT OF HON. CHUCK HAGEL, U.S. SENATOR FROM NEBRASKA

Mr. Chairman, I join you in welcoming Secretary Fore back to the committee as the President's nominee to be USAID Administrator. [As the Chairman has noted,] if confirmed, Secretary Fore would also serve as the State Department's Director of U.S. Foreign Assistance—a position created by Secretary Rice to oversee long-needed and unfinished reform of U.S. foreign assistance programs.

Since August 2005, Secretary Fore has served as the Under Secretary of State for Management, a position critical to the State Department's operations. In the last few years, the State Department has faced new, more difficult, and in many ways, unprecedented personnel and staffing challenges in Iraq, Afghanistan, and the growing number of unaccompanied posts around the world.

Focused attention to the stewardship of the State Department and its Foreign and Civil Service employees must remain a top priority for Secretary Rice and her team. As USAID Director, Secretary Fore will need to devote considerable attention to the management of USAID's personnel.

Before serving at the State Department, Secretary Fore held significant positions in government and the private sector, including Director of the U.S. Mint, and chairman and president of Stockton Products. She also served 4 years at USAID from 1989 to 1993, including as the Assistant Administrator for Private Enterprise and the Assistant Administrator for Asia.

The dual-hatted position of USAID Administrator and Director of Foreign Assistance is one of the most vital foreign policy positions in the U.S. Government—and one of the most challenging. The responsibilities include the billions of dollars of U.S. taxpayers money that go to the core of our efforts to address many of the fundamental challenges of the 21st century—easing crushing poverty, creating economic opportunities, tackling corruption, rebuilding war-torn societies, and fighting pandemic disease. Basic development and growth in economic opportunities for the billions who have not enjoyed the prosperity of the 20th century must remain a central tenet guiding our foreign assistance.

This position is also charged with reforming America's foreign assistance system. I welcomed the Secretary's decision last year to conduct a fundamental overhaul of U.S. foreign assistance—a significant undertaking. While there have been changes, the results are mixed and the process has not enjoyed a satisfactory level of transparency. In a recent study by the Hudson Institute, it noted that the private sector devoted over \$33 billion in assistance to developing countries in 2005, compared to about \$28 billion in U.S. Government foreign assistance. Public-private partnership on assistance to developing countries enhances, rather than undermines, the effectiveness of the U.S. Government's foreign assistance programs. There should be more effective consultation between the public and private sectors and more effective harnessing of resources where possible.

The war in Iraq has incurred an overwhelming cost to America's attention, leadership, and resources, which I believe has undermined our attention, resources, and efforts in Afghanistan. Secretary Fore, I will seek your commitment that United States assistance for Afghanistan will be among your top priorities. We cannot allow Afghanistan to slide backward. This area represents the real, central front in our war against al-Qaeda and terrorists.

Finally, Madam Secretary, you cannot accomplish your responsibilities by relying on Washington-based advisors. Our field-based diplomats, development specialists, and experts on the ground must play a central role in guiding our foreign assistance. You must be committed to seeking and welcoming their advice and recommendations.

I would like to acknowledge your family—husband, Richard, and children, Jonathan, Jessica, Rebecca, and Richard—for their support and contributions.

Mr. Chairman, thank you for holding this important nomination hearing. I look forward to questioning Secretary Fore, and to the committee's upcoming consideration of her nomination.

Thank you.

Senator MENENDEZ. Thank you, Senator.

Well, with that, I see that the senior Senator from Texas is here with you, Secretary Fore, so I would welcome the Senator's re-

marks on behalf of the nominee, and then we will turn to you, Madam Secretary. We'll ask to keep your opening statement to about 7 minutes. Your entire statement will be included in the record.

And, with that, Senator Hutchison.

**STATEMENT OF HON. KAY BAILEY HUTCHISON,  
U.S. SENATOR FROM TEXAS**

Senator HUTCHISON. Well, thank you, Mr. Chairman and the distinguished ranking member of the full committee, and Senator Hagel.

I am very pleased to introduce to you Henrietta Holsman Fore for the position—the permanent position of Administrator of the USAID.

She is highly qualified for this post, and I know all of you know her outstanding record in government service, and she is the Acting Administrator, right now.

In 2005, she became the Under Secretary of State for Management, and, in that role, has been responsible for the people, resources, facilities, technology, and security at the Department of State. Prior to her service at the Department of State, she served as the 37th Director of the U.S. Mint in the Department of Treasury. She served as a presidential appointee at USAID back in 1989 to 1993, as Assistant Administrator for Private Enterprise and then as Assistant Administrator for Asia. During that period, she founded, and served as the first chairman of, the United States Asia Environmental Partnership, a coalition of business, government, and community organizations in the United States and 31 Asian nations. She also was a founder of the Financial Services Volunteer Corps.

She has been recognized for achievements with the Department of Treasury's highest honor, the Alexander Hamilton Award. She also received her bachelor of arts degree in history from Wellesley and a master of science degree in public administration from the University of Northern Colorado. She studied international politics at Oxford and at Stanford University Graduate School of Business.

She is married and lives in Washington, DC, and Nevada.

Mr. Chairman, just on a personal note, I want to say that I have known Henrietta Holsman Fore since before she was in this administration. We are both members of an organization of women entrepreneurs called Committee of 200. She has been an outstanding entrepreneur. And I think you can see from her record that she has also tried to give back in public service. I recommend her highly. I've known her for a long time. And I know that she has the capability to manage, and she also has the heart to do the right thing for our country in USAID.

I have traveled extensively in foreign countries where USAID can make a huge difference in the image of America and in the actual help that is given. And sometimes I find USAID is the best thing that we have going. And I know that she believes that, as well. And I want to make sure that we do keep it strong, that we keep it doing the right things and helping developing nations learn—the people of these nations learn how to become self-sufficient in their own right. And I hope that, while you have all of your

questions, that are certainly legitimate, I hope that, in the end, you will see that she is a qualified nominee for this very important job for our country.

Thank you.

Senator MENENDEZ. Thank you, Senator Hutchison.

With that, Secretary Fore, the floor is yours.

**STATEMENT OF HON. HENRIETTA HOLSMAN FORE, NOMINEE  
TO BE THE ADMINISTRATOR OF THE UNITED STATES AGENCY  
FOR INTERNATIONAL DEVELOPMENT**

Ms. FORE. Thank you very much, Chairman Menendez. Senator Lugar, Senator Hagel, it's good to see both of you.

I appreciate this opportunity to appear before you today as the President's nominee to lead the United States Agency for International Development, USAID.

As you are aware, I have served this administration proudly since 2001—as Senator Hutchison mentioned, first as the 37th Director of the United States Mint in the Department of Treasury, and, since August 2005, as Under Secretary of State for Management. Since May 7, 2007, I've served as Acting Administrator of USAID and Acting Director of United States Foreign Assistance in the Department of State.

If I have the honor of being confirmed, I will be returning to an agency of remarkable and extraordinarily capable people, where I first served from 1989 to 1993. This committee has made it clear that we can, and must, use foreign assistance more effectively. You have also indicated that reform must be a substantially consultative process. I take this mandate seriously. In fact, the process began the day after I was nominated.

I have spent much of the last 2½ months listening. The message that I have heard from Congressional Members, from your staffs, from our stakeholders in the humanitarian and development community, from educators and businesspeople, from our host countries and recipients of our assistance in the field, other U.S. foreign assistance implementors, from the Secretary of State, and, of course, from USAID itself, is a remarkably consistent one. They share with me a perception of foreign assistance importance in America—to America and the developing world, and they see USAID as central to the success of this Nation's development mission.

In short, USAID's unique, long-term development focus is an invaluable instrument for U.S. foreign policy, for U.S. economic policy, and our Nation's humanitarian outreach. I am encouraged by this consensus, but I want to make clear that listening is not an end in itself. If confirmed, I intend to build on this consensus and use it as a basis for scaling up the Agency for International Development. For this, I will need your counsel, your guidance, and your support.

I firmly believe that our people are our most important asset. If confirmed, I will support the Secretary's transformational diplomacy goal by ensuring that we have the people who can work on the complex tasks that the 21st century foreign assistance requires. With the active support and backing of Congress, we can stem the tide of declining numbers of USAID employees in our Foreign Serv-

ice and in our civil service ranks. I will also upgrade skills and training for USAID's employees already in place, and will put in place a new capacity to work for America. We will increase our training and career development opportunities.

The economic, political, social, and technological developments of recent years have brought with them a need for new nontraditional approaches that embrace transnational concerns involving a range of nontraditional and nongovernmental foreign assistance providers. To ensure that we are not working at cross-purposes, but for shared purposes, we will need to engage these new partners and stakeholders and prepare them for the challenges ahead. USAID needs employees with diverse backgrounds and broad substantive expertise. My goal is to hire, not just recruit, diverse employees. And, if confirmed, I will work hard to ensure a professional environment at USAID, where every employee feels valued.

The United States leads as the largest donor country and with the largest private donor community in the world. USAID should be leading, both intellectually and programmatically. So, first and foremost, we must replenish our core workforce and our core skills.

In recent years, Congress has appropriated less for our operating expenses than the agency has requested. And, as you know, OE is what makes our footprint in Washington and the field possible. If confirmed in the coming months, I will explore with you what options we might have to address our 2008 OE stringency.

I've asked USAID leadership to engage with me in analyzing how we might position USAID for the future by addressing the composition of our workforce and determining how the workforce might be more effectively repositioned, trained, and deployed. The Secretary and I believe that U.S. interests would be well-served by a strong, well-trained, and well-deployed USAID. If confirmed, I intend to work very hard to find ways to achieve this result. I will engage the Congress in this issue as my first order of business.

As we align and harmonize our administrative services at USAID and the Department of State, I will be asking Congress to consider new investments in information technology for USAID. The greater transparency and openness that I pledge requires modern information and communications systems at USAID and at the Department of State. Substantial investments will be required to bring USAID up to a level that will sustain our 21st-century vision. The payoffs will be substantial. They will benefit the United States over the long run by increasing effectiveness and efficiency of our programs, enabling us to report to you with much greater detail and timeliness, and to integrate more closely with the programs of other United States Government agencies.

Additionally, such investments will enable subsequent administrators to be more responsible stewards of the United States taxpayers' dollars. These people and these tools will help, each in their own way, to reach our aim, which is to significantly improve the human condition. Our foreign assistance programs save lives and lift individuals from poverty. We want to lift nations and their citizens to permanent prosperity. We want to create more donor nations. We want countries to build their own schools and train their own teachers. We want healthy young children, with bright futures

ahead. We want to partner with public and private organizations and individuals throughout the world.

In conclusion, if I have the honor of being confirmed by the Senate as Administrator of the United States Agency for International Development, it will be a pleasure to work with you once again in the service of our great country.

Thank you.

[The prepared statement of Ms. Fore follows:]

PREPARED STATEMENT OF HON. HENRIETTA HOLSMAN FORE, NOMINEE TO BE ADMINISTRATOR OF THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

Thank you, Chairman Menendez, Ranking Member Hagel and other members of the Foreign Relations Committee.

I am honored to appear before you today as President Bush's nominee to lead the United States Agency for International Development as its Administrator. I am proud to have served in two other positions in this administration. From 2001 to 2005, I served as the 37th Director of the United States Mint in the Department of the Treasury. Since August 2005, I have held the position of Under Secretary of State for Management.

I have been Acting Administrator of USAID since May 7, and have been very active since then in preparing myself to lead the agency. If the Senate approves my nomination, it will mark a return to the agency for me, where I served from 1989—1993, as Assistant Administrator for Private Enterprise and as Assistant Administrator for Asia.

Several weeks ago, I appeared before this committee and pledged to you a new openness in the Office of the Director of U.S. Foreign Assistance and at USAID. If I am confirmed as Administrator, I said that I would endeavor to improve communications, enhance collaboration, and bring greater simplification and transparency to decision making in foreign assistance and for the agency. I see USAID as the intellectual and operational leader of Foreign Assistance for the United States Government and with your assistance, will assemble the resources necessary for that leadership.

Mr. Chairman and members of the committee, I have spent the last several weeks working to make good on this pledge. I began within the agency itself, the day after my nomination. On average, I spend about half of my day at USAID. Much of this time has been spent listening to the leadership and staff at USAID as well as doing "walk throughs" to speak with all my colleagues in the agency.

I have also consulted extensively with the humanitarian and development assistance community here in Washington seeking their counsel on how USAID can better focus its resources to have the greatest impact on the challenge of poverty and instability around the world and to more effectively pursue opportunities for long-term development, spreading democracy, fostering economic growth, and investing in people through education and health.

I also intend to be fully engaged in the United States and abroad in public diplomacy outreach efforts to build greater understanding of U.S. foreign assistance and the role it has played in building a more peaceful, prosperous world. In this regard, I was privileged to travel to Africa last week as part of the United States delegation to the African Growth and Opportunity Forum and to visit several USAID programs with our field staff.

Outreach is important to helping build understanding of U.S. foreign policy here in this country and the role of USAID's development efforts around the world. There is no better public diplomacy for the United States than a diplomacy of deeds, providing effective foreign assistance through effective communications about these efforts to host country audiences.

Finally—and most important—I pledge to improve communication with Congress. I will come to you earlier and more often, seeking your views on what we propose to do. I want to make sure that we answer your calls and provide full and timely answers to your questions. I will, if confirmed, consult fully with the Congress on the major issues facing the agency.

The fiscal year 2008 budget is now in your hands and early next year we will be coming to you to present the President's request for fiscal year 2009. Should I be confirmed, I pledge to work with you to make our consultation closer and more effective.

The Secretary's goal of transformational diplomacy is in the forefront as I consider the issues facing me, if I am confirmed. We are helping people to better their lives,

to build their own nations, and to transform their futures. The administration's foreign assistance reform is critical to that goal in that it moves us toward a single, more coherent, and better integrated foreign assistance budget, making the best use of the resources that you appropriate for foreign assistance. It allows program and resource allocation decisions to be based on a comprehensive view of all accounts and resources flows.

This committee has made it clear that we can, and must, use foreign assistance more effectively. You have also indicated that reform must be a substantially more consultative process. I agree and take this mandate seriously.

During my tenure as Acting Administrator these past 2½ months, I have sounded out a number of ambassadors and mission directors for their views on how to strengthen U.S. foreign assistance and to make it more effective and visible in the countries they represent. I am soliciting similar suggestions from the field to make the voices of those who actually implement our programs more prominent in their formulation. I have charged the agency's Chief Operating Officer to convene a conference of mission directors in Washington, now tentatively scheduled for October. We are reviewing the after action report on the reform process to date and will be considering the suggestions of internal working groups in the agency that have been charged with adapting agency practices to better meet the Secretary of State's transformational diplomacy goals. I would like to underscore the fact that we are in the early stages of the reform process. I will work closely with you to strengthen and improve the process as we move forward.

Much has changed since my last tour at USAID. The demise of the Soviet Union, the integration of global communications and markets, the growing menace of global terrorism, weapons of mass destruction and transnational crime, the surge of HIV/AIDS, and the threat of other infectious diseases—all these are hallmarks of a significantly altered 21st century landscape for development.

As the National Security Strategy underscores, the locus of our concerns has shifted from great power rivalries to failed and failing states. Americans now understand that security in their homeland depends, as never before, on bringing security, freedom, and opportunity to the underdeveloped regions of the world and to countries far beyond our borders.

In short, the challenges that America now faces have significantly increased the importance of development to security and well-being. This in turn has prompted a rethinking and redesigning of foreign assistance mechanisms as well as unprecedented commitment of resources to foreign assistance, which has nearly tripled over the last 7 years. Development is now recognized as comparable in importance to diplomacy and defense as key to U.S. national security. In fact, foreign assistance is one of our most powerful assets. In addition to reducing poverty, foreign assistance shapes "hearts and minds" abroad and it shapes our quality of life and prosperity, here at home.

Let me turn to our people. Our people and our partners around the world are now operating in more areas of conflict and unstable post-conflict environments. This is far more demanding and difficult work, and more often we are working side-by-side with the military.

USAID is staffed by remarkable and extraordinarily capable people, both here in Washington and in over 80 missions around the world. As Americans, we are well-served by the hard work and dedication of all these fine individuals who stand ready to respond to humanitarian emergencies anywhere they arise, and willingly accept personal hardship and separation from family in some of the most remote and deprived areas of the world.

USAID boasts an impressive track record of success that has rightfully earned it a reputation as the world's premier development agency. In over 60 years of development and humanitarian work, it has been instrumental in dramatically reducing infant and child mortality, raising agricultural production through scientific innovation, spurring economic growth and helping build democracies. In those years we have created a great number of friends—from students to Government Ministers who have come to study and travel in the United States—and we have created a reserve of goodwill.

If confirmed as Administrator, I intend to build on these successes. My goal is to reinvigorate USAID and to help build a platform for my successors which will position them to better meet the unprecedented challenges and opportunities of today's world.

I am greatly encouraged by what I have heard in my "listening tour." The message I have heard—from you in Congress as well as from your staffs, from our stakeholders in the humanitarian and development community in Washington, from educators and business people, from our host countries and the recipients of our assistance in the field, other government agencies within this administration, from the

Secretary of State, and, of course, from within USAID itself—is a remarkably consistent one. Everyone I have consulted shares with me a perception of foreign assistance as more important than ever to the welfare of the world and to this Nation's security. And they see USAID as central to the success of this Nation's development mission. In short, USAID is unique both in its reach and the flexibility of its programming. And it is a valuable instrument of U.S. foreign policy, U.S. economic policy, and our Nation's humanitarian outreach.

I want to make clear that the "listening mode" I have adopted these last several weeks will continue. In this regard, I am encouraged by the consensus I have found. I also want to make clear that "listening" is not an end in itself. It is my intention to build on the consensus I have found as the basis for an action plan for the agency. And for this I will need the counsel, guidance, and support of the Congress during the time I am Administrator, should I be confirmed, as well as the support of USAID's other key stakeholders.

If a revitalized USAID is to make its contribution to the success of our foreign assistance mission and to this Nation's security, first and foremost, we will need to replenish a core workforce that has been dramatically reduced over the course of several decades.

The trend lines in this regard are as disturbing and have reached a critically low level. In 1980, there were approximately 4,000 direct hires in the USAID workforce; today there are 2,000, managing comparable amounts of programming dollars.

The reservoir of experienced personnel that existed a generation ago no longer exists. We have lost a cadre of development experts, versed in the myriad facets of foreign assistance, who are long-term, institutionally bound to the agency and closely identified with it. While today it is both common and appropriate for the agency to contract for much of the expertise to carry out its mission, current staffing levels are not adequate to lead and manage the programs and projects effectively. Moreover, that the agency faces the retirement bow wave common to much of the rest of the Federal Government, and that can only exacerbate these problems.

In recent years, Congress has appropriated less for our operating expenses (OE) than the agency has requested. OE is what makes possible our "footprint"—our people and where we deploy them. In the coming months, should I be confirmed, I will be exploring with you the implications of this OE situation. I can assure you that the agency is analyzing in detail how we might position USAID for the future by addressing the composition of our workforce and determining how it might be more effectively repositioned, trained, and deployed. I believe that U.S. interests would be well served by a strong, well-trained, well-deployed USAID. I intend to work very hard to find ways to achieve that result, and, should I be confirmed, I would plan to engage the Congress as a first order of business on these and related matters.

As we improve administrative services at USAID and the Department of State, I will also be asking Congress to consider significant new investments in the Information Technology at the agency's disposal. The greater transparency and openness that I am committed to requires a modern information systems architecture at USAID and the Department of State. That will take substantial investments and time, but will pay off dramatically over the long run by helping us manage our programs and activities much more efficiently and effectively.

Last, you have asked me about morale at USAID and how I will address what is perceived to be a lingering problem there. I want you to know that I am a hands-on manager and will establish a very visible and accessible presence at the agency, should I be confirmed. I have already done so as an Acting Administrator. I believe in our USAID people and our programs. Our people are enormously dedicated and rightfully proud of the work they accomplish every day in small and large areas of the world. USAID needs employees with diverse backgrounds and broad substantive expertise. My goal is to hire, not just to recruit, diverse employees. If confirmed, I will work hard to ensure a professional environment at USAID where every employee feels valued.

In conclusion, if I am confirmed by the Senate as Administrator of USAID, it will be an honor to work together with you once again in the service of our great country.

Senator MENENDEZ. Thank you, Madam Secretary, for your statement.

We'll start off with 7-minute rounds, and then I'm sure there'll be other opportunities for further follow-up beyond that. And the Chair will recognize himself to start that conversation.

Madam Secretary, the committee has learned that, on two occasions in the past 12 months, some 20 to 30 employees of AID re-

ceived briefings by the Office of Political Affairs at the White House. One of those briefings was held at AID headquarters. One of these was at the old executive office building. And I understand that Senator Biden, the chairman of the full committee, wrote you a letter last week seeking additional information about these briefings.

I'd like you to tell the committee what you know about these briefings.

Ms. FORE. I know what I have read in the newspaper, and I have read the letter from Senator Biden.

Senator MENENDEZ. You know nothing independently of the newspaper or Senator Biden's letter?

Ms. FORE. I was not present at either event, and, as you know, I have been only involved with USAID for approximately 2½ months.

Senator MENENDEZ. So, you had no previous knowledge about this, either in your acting capacity or in your previous capacity in the role that you've had at the State Department, until now?

Ms. FORE. I have been aware that a number of informational briefings have been taking place over the years, but I have not been aware of these two particular instances, and I was not present at either one.

Senator MENENDEZ. When you say "informational briefings," these have been described by public accounts, as well as a copy that has been received by the committee of what the informational briefing was, and I think that the informational briefing could be described as nothing else as a political briefing. Is that what you're referring to as "informational briefings"?

Ms. FORE. I have not—I was not present at these briefings. I believe that they are informational briefings, and—

Senator MENENDEZ. Well, let's look at the information. But you did say you weren't at these two briefings, but you did say you were aware of what you describe as "informational briefings." Have you ever been at any one of these informational briefings, outside of these two briefings?

Ms. FORE. When I was at the Department of Treasury, there were informational briefings for senior individuals in the Department of Treasury, and I was one of those individuals.

Senator MENENDEZ. And what was the centerpiece of that informational briefing the essence of politics, the political landscape in the country?

Ms. FORE. Yes, it was the political landscape, to try to make sure that we were aware of issues that were relevant to legislation or activities that were going on that might better inform us, as individuals.

Senator MENENDEZ. Well, the memo that we have, that was used at these meetings, that—the two that you were not at—talks about not legislation, but talks about "race is extremely close," talks about "split districts represented by Democrats," talks about "Democrats having a precarious hold on power," talks about "targeting House races in the year 2008," talks about "battle for the Senate," and talks about where there is a "GOP defense" and where there is a "GOP offense," including my home State of New Jersey.



Do you think it is appropriate, as you are up for the nomination of this Department, that AID employees be spending their time being briefed on the electoral landscape?

Ms. FORE. I think it is important that we follow all regulations and appropriate legal procedures. And I would be very pleased, Senator, to relook at what our guidelines are in the U.S. Agency for International Development, because there are very strong guidelines about not being involved with political candidates and other activities, to make sure that our people are well briefed and really understand what the guidelines are.

Senator MENENDEZ. To the extent that you went to some of these briefings, how did the invitation get extended to you?

Ms. FORE. I believe that the invitation would have come through our White House liaison. As you know, most departments have a White House liaison, and that would generally be how such invitations would come to us.

Well, from my own view, I don't think that it is appropriate. I think it is a corruption of the process to have employees—and, I'm not sure, do you know whether the 20 to 30 employees of AID that received briefings, were they all political appointees or were some of them civil servants? Have you looked at that yet, since Senator Biden sent you the letter?

Ms. FORE. I have not yet looked at that, but we will look at that and respond.

[NOTE. The information requested above appears at the end of this hearing in the "Additional Material Submitted for the Record" section.]

Senator MENENDEZ. Well, I hope that's a high priority for you, because it certainly, in my mind, is the inappropriate use of the time of the men and women of AID, to be being informed about where the battleground States are and which are targeted House races and which are targeted Senate races. I'm not quite sure how that promotes the development agenda abroad, the foreign policy agenda of the United States, to be using the time of USAID employees for the purposes of what is, in essence, a political strategy program. And, to me, that seem—clearly seems a corruption of a process that we should and I would hope that, if you were to receive the approval of this committee, that you would have a strong opposition to. I heard you say you're going to look at the regulations. I would want the Assistant Secretary to be telling me, "I will not be having my employees at USAID spending their time on the domestic politics and political landscape of the country. I'm going to have them developing the best programs to put America's best foot abroad, in a development context."

Ms. FORE. Well, Senator, I, too, would like to see our people spending their time on creating the best programs overseas for development and for foreign assistance, because that is their main mission, and that is what they are to spend their time on.

Senator MENENDEZ. Well, we look forward to your response to Senator Biden's letter.

With that, let me recognize the distinguished ranking member, Senator Lugar.

Senator LUGAR. Thank you, Mr. Chairman.

For the 28 years I've served on the committee we've had Republicans and Democrats leadership, different administrations, and the age-old battle goes on as to how many of our ambassadors should be so-called political people, as opposed to Foreign Service. Ditto for under secretaries and others down the line. Roughly, in all administrations, a quarter to a third have been so-called political people. By that, it means many of them were vigorously involved in the election of whoever was elected President of the United States. Vigorously. Now, it's inconceivable these people never had a thought about partisan politics. They thought about it all the time, trying to elect whoever was going to be President—probably didn't forget about it after they went out to their posts.

Now, without trivializing the matter, I suspect it is not appropriate to have charts of candidates coming and going in an official function attributed to Karl Rove or anybody else. I would hope that the administration would cease and desist from that, but, likewise, the subsequent administrations would cease and desist from activities of that variety. Within this committee we've had members on both sides of the aisle who rant and rave about political appointees, who berate these poor souls who come before our committee, under that guise. Most of them, somehow or other, are confirmed, and many are distinguished in their service.

But I hope—and I take the point of the Chairman today—that you will not have any briefings, if you are confirmed, that have lists of candidates, either prospective or past, or political reminiscence on the job. There is a time and a place for that, and not inside the Department.

Now, having said all that, let me ask you, What are your plans for the so-called "F" process? And I want to define "F process," the reform effort that Mr. Tobias headed at the State Department to try to bring into the fore the foreign policy programs examined at the country level by those who were administering, those experiencing them. Can you give us some comment about that process and how you would forward it?

Ms. FORE. Yes, thank you very much, Senator.

I think it's been a very interesting time. This is a bold goal, to try to gather together all of the foreign assistance that we, as the United States Government, invest on behalf of the American people. And it is very complex. It is not easy. But we have begun. And I have spoken to Senator Menendez before about the fact that we're really at the beginning; we're not at the middle, and we're not at the end of this process.

So, the first area that I began to look at was, How much was our involvement with the field? Because the field, in the end, is where all of our programs are carried out, it's where our implementing partners are doing their good work and reaching out and helping others to help themselves. And I do not think that we have involved the field enough. And in our after-action report, one of the key findings was that we needed to involve the field more.

So, we've started involving the field more. We are now involving the field before the Secretary makes her decisions on country-level programs. We are now making sure that the field can make some choices, in terms of implementors of the programs in the field. And I've had very instructive discussions with our ambassadors and

mission directors in the field on the things that they see that we should be working on, and how we could improve the process. I am hearing that our process, this year, for fiscal year 2009, is much improved. I would anticipate, for next year, that the process will be even more improved. But, starting with the field, that is where we began.

Second, I very much want to streamline and simplify the process, and I would also like to get greater transparency into the system, for USAID, for State Department, and for implementing partners; everyone needs to be able to see into the system, so they know ways that they can improve it and how they can see themselves as a part of a larger whole in a country-development program.

So, I think we have a good start, but there's much to do. This will be a continuing process. And, with your help and your counsel, I think we can leave this in even better shape in 18 months' time.

Senator LUGAR. In this administration, there's been debate, among friends and critics, as to which has been paramount, counterterrorism efforts in the field or alleviation of extreme poverty. The two are not necessary exclusive, but some would charge that one has taken precedence over the other.

What is your observation, at least initially, of what has been occurring in the field as people from the field come forward and give the testimony that you're encouraging?

Ms. FORE. Yes, it's a very interesting question. It's one that has wide ramifications for how the United States policies are seen abroad, as well as how we invest our resources. There are many instances where counterterrorism, or the peace and security portfolio, is the most important area to attend to first, because, without some basis of security, it's very hard for people to begin lives that are at all normal. Their quality of life is very poor. And yet, one can never forget the humanitarian and development side. So, we are trying to find a balance. It is something that the new foreign assistance framework—the Secretary and I have been very committed to, to find a balance between these areas, but also to find a balance between short-term and long-term development needs, because they are all important.

What we are hearing from the field is that some ambassadors and mission directors and implementors, nonprofit organizations in the field, feel very strongly that we should be doing more of this, or more of that. But, in the end, almost everyone, as we begin to talk at roundtables, begins to see that there has to be a very strong balance. But it is a difficult world. It is a less secure world. It is a world with many more countries in conflict and in post-conflict. And thus, it is the world that we have.

Senator LUGAR. Thank you very much for your answers.

Thank you, Mr. Chairman.

Senator MENENDEZ. Thank you, Mr. Chairman.

And we're going to alternate both sides, so I'd recognize Senator Nelson now.

Senator NELSON. Good afternoon, Ms. Fore.

We have talked privately about the passport fiasco that occurred under your watch. And I want to ask you a few questions about that with regard to how it will relate to your management capabilities with regard to this new position that you are nominated for.

As you have heard me describe, Ms. Hardy was here, about a month ago, and there were a lot of frustrated Senators. And they expressed the frustration of thousands of the folks back home. There have been angry phone calls. It's forced the State Department to immediately try to react. And the State Department has had to divert resources. Do you consider this a management failure?

Ms. FORE. Well, I consider it a challenge, and one that we must overcome, because we have American citizens, who are our customers, that need to have passports. And so, our job, our sole focus, is how to make sure that every American who comes forward and who applies for a passport gets it in a timely manner.

Senator NELSON. Indeed, it's a challenge, but I'm trying to focus on the management. Now, Mrs. Hardy, who was here a month ago, she took the entire blame for this, and, as recently as, I think, yesterday, she, as Assistant Secretary, accepted—and I use her words—“complete responsibility,” end of quote, for the passport fiasco. And what I would like to understand from you, since you were her boss, as Under Secretary for Management in the State Department, do you bear some of this responsibility?

Ms. FORE. Yes. I think we all bear the responsibility whenever we are not able to meet the expectations of the American people. The good news, Senator, is that passports are much desired by the American public, and that we will be better off, as a Nation, with more Americans carrying passports.

Senator NELSON. Well, share with the committee—what was your role in preparing for the excess demand for the passports under the new Western Hemisphere Travel Initiative?

Ms. FORE. In looking forward to what sorts of demands that we thought that we would have, a group of advisors were gathered, in Consular Affairs, which included outside private consultants and individuals from private industry, from travel and tourism, and individuals who have been working in Consular Affairs, with decades of experience. And they gathered to think through and look forward, for the next 1 year, 5 years, what sorts of demand we could anticipate as a department. And their sense was that it was perhaps a 33 percent increase in demand. And then, all of us begin to work to try to gather the resources. These are both the contractors, the funds, the people, the training, and the raw materials, like passport books. We try to gather them, to be able to fulfill that estimate.

The estimate was low. And what happened this spring, in January, February, March, and April, was that the requests, the applications, came in at double the rate that had been anticipated. It's unprecedented in history, and it just was not seen.

So—

Senator NELSON. The estimates, originally, for excess demand, were last fall. Why, for example, would you—as a manager overseeing Mrs. Hardy, why would you allow the outside contractor to go all the way until the month of May of this year in order to hire additional personnel to handle the backlog, when, in fact, it was known last fall?

Ms. FORE. Senator Nelson, we have a number of contractors who are helping. We have contractors who work the call centers. We

have contractors who are working the lockbox. We have a number of types of contractors who are by our side in manning the windows and doing much of the work for creating passports. And we tried to work with every one of these contractors to get the service and to make sure that they understood the increasing demands that we were seeing in this entire supply chain.

So, I and others were on the phone talking to contractors, making sure that we were getting all of the authorities we needed to bring back retirees, to get volunteers, to put everyone to work, to get enough training programs going, because we have to do this thoughtfully; it is not something that we can do lightly. We bear a responsibility to do this properly and well—

Senator NELSON. In this case—

Ms. FORE [continuing]. But to gather these resources.

Senator NELSON. In this case, there was only one contractor. It was Citibank that was the lockbox, and the ones that—it was way on up until May that they did not start hiring additional personnel, and they just got more and more behind the eight ball.

Well, let me ask you—I have two remaining questions, and not much time left—how many Foreign Service officers have been brought home from their current post, or taken out of the Foreign Service Institute, to help process passports?

Ms. FORE. Well, at this moment, we have 273 Foreign Service officers, who are volunteers, who are working around the country. We have another 350 Department employees, who are volunteering to work on the telephone task force. So, these could be customer service. We now have the ability to use our IT systems and remotely adjudicate renewals of passports, so they are staying in place, and they are in London and New Delhi and Chennai. So, we also have people who are offshore, our Foreign Service officers, U.S. citizens, who are remotely adjudicating passports.

Senator NELSON. Well, taking them out of their existing jobs and having them meet this, has this had an effect upon our foreign diplomacy?

Ms. FORE. Well, we are all working very hard. And, for most of us, we are working very long hours. You know we're working 24 hours a day, 7 days a week, at our passport centers. So, for many of our people, they're working a full day, plus then they work another 4 hours on passports. So, everyone's trying to pitch in. I cannot tell you how hard everyone is working. They are just trying to make sure that there is not one American citizen that is without a passport and that—whose travel plans need to be delayed.

Senator NELSON. And for the \$60 expedited fee, are you going to make sure that those who did not get it expedited are going to have a refund of their money?

Ms. FORE. Yes. We have several options for you on that, Senator, which maybe we can speak about with you later.

Senator MENENDEZ. Thank you.

Senator NELSON. Well, I'd be just as happy to hear it now. I don't want to take the time—

Ms. FORE. All right.

Senator NELSON [continuing]. Of the committee members. Let's go on with you all, but, in the course of this hearing.

Senator MENENDEZ. All right. Thank you.

Senator Hagel.

Senator HAGEL. Mr. Chairman, thank you. And welcome, again, Secretary Fore.

Speaking of passports, as you no doubt saw in Sunday's Washington Post—rather significant story about a report that our Ambassador to Iraq, Ambassador Crocker, if I have this correct, sent you a cable, and, according to the paper, the cable urged the United States to offer United States immigrant visas to all Iraqi employees who worked for the United States Government in Iraq. You may know that this is part of a Kennedy-Hagel bill that is larger and more substantial than just the visas, but deals with Iraqi resettlement here in the United States, those who have assisted the United States Government over the last 5 years.

I think this committee would be interested in your response to that story. What is the current status of Ambassador Crocker's cable, and anything else you can tell us about that issue?

Ms. FORE. Thank you, Senator Hagel.

We think this is a very important issue. There is a special responsibility that we bear for those brave Iraqi nationals who have been working by our side, and we feel it most acutely in USAID and Department of State and Department of Defense, because they are often by our sides. As you know, there is some legislation which allows us to have special immigrant visas for translators. And we certainly welcome legislation which would allow this to be broader, so that it could cover more of the Iraqi nationals who would like to be covered under the special immigrant visas.

There is a second route that Assistant Secretary Ellen Sauerbrey has spoken about quite frequently and well, which is that of the refugee status. Our Bureau for Population, Refugees, and Migration has processed, and looked at, a number of opportunities and ways for Iraqi nationals to come to the United States.

And there is a third area that we have worked on, which is for internally displaced persons, and ways that we, whether it's United States Agency for International Development, can help with Iraqi nationals who have moved to either the borders along Jordan or other countries, and ways that we can help in education or with humanitarian assistance for those individuals.

But we do feel that there is a responsibility, and we certainly like to encourage legislation that would help these individuals.

Senator HAGEL. Well, if I read that story correctly—I've not seen the cables, incidentally—Ambassador Crocker is putting some rather significant urgency on this issue. And if I interpret at least the story correctly, without having read the cables—and, by the way, this is an issue he brought before this committee last week, and it's an issue he has discussed with me privately—I definitely got the sense that he felt that the State Department should be making this as a high a priority as there is, and doing something about it. So, what are we doing about it?

Ms. FORE. Well, we, in the State Department, can't do everything alone; we just don't have enough authorities. So, all of the chief-of-mission authorities that he can exercise, he has, because we agree with him that he should have those authorities. So, he has those. We are looking to see if there are any additional authorities

which he might be able to have, and we do not have a full answer on that, as yet.

Senator HAGEL. When will we have an answer?

Ms. FORE. I would think, shortly.

Senator HAGEL. Well, I would like for you to get back to the committee on that. My vote may well hinge on that.

Senator HAGEL. I would like to know, also, how many Iraqis have we resettled in the United States?

Ms. FORE. I don't know the answer to that question, sir.

Senator HAGEL. Well, the answer is about 60 or 70. Now, if this administration is putting this kind of urgency on this issue, and we are saying all the things, from the President on down, that we owe—just as you have said, Madam Secretary—we owe this to these good, faithful Iraqis who have supported us, at great risk. To your point, it seems we're not matching our words with our actions. And I would like a better answer to this question. And I would expect that. And certainly, my vote would very much depend on that, because there's a disconnect, in my mind, somewhere. If our Ambassador is saying one thing, in rather urgent tone—at least that's the way the story in the paper reflected it; and if I saw the cables, I might have a different interpretation—but is that your interpretation, that Ambassador Crocker was rather urgent and serious about this?

Ms. FORE. Absolutely. And we feel that same urgency in the Department, which is why every chief-of-mission authority that we can give him, we have given him. What we are looking into whether there are additional authorities? Beyond that, we will need help from Congress.

Senator HAGEL. Well, why would he send it to you? The cable.

Ms. FORE. Because I am Under Secretary of State for Management.

Senator HAGEL. For management. So, that tells me that we've got some bottleneck somewhere; to some extent, focused on what Senator Nelson was talking about. So, I will leave that issue where it is, and you know my sense of that.

Let me move to the issue of Afghanistan. What's your assessment of our assistance programs in Afghanistan?

Ms. FORE. I have not, as yet, visited to see the USAID programs within Afghanistan. I have visited Kabul to visit the embassy, and also have been out to a PRT in Panjshir. And my sense is that there is a strong sense of partnership, and that there is real progress.

As I read my briefing papers on how we are faring in Afghanistan, there are some real successes in school, and attendance by girls in school in Afghanistan. There is also real success in building of roads, of irrigation; thus, of other livelihoods. There are successes in the north, in eradication of poppies. There are successes that can be found throughout the country. There are also some areas that are real challenges, and, I think, will need increasing attention by all of us, but I will look forward to taking a look on the ground and talking to the people and seeing how they feel about our foreign assistance programs with USAID, but also with our other foreign assistance entities.

Senator HAGEL. All right, just before—my time, I know, is up—but I would just make this last comment. On eradication of poppy, Madam Secretary, the poppy crop in Afghanistan is at a historical high. It was the largest poppy crop in the history of Afghanistan. So, I'm not sure you'd want to list that as a success story.

Thank you.

Senator MENENDEZ. Thank you, Senator Hagel.

Senator Casey.

Senator CASEY. Thank you, Mr. Chairman.

And, Madam Under Secretary, I want to thank you for being here.

I wanted to speak to a couple of things that pertain to recent reports in the press, as well as your jurisdiction, should you be confirmed, and some of the statements you made in your prepared remarks.

I want to refer, just as a predicate, to a couple of things. First of all, a story I'm sure you've seen this Sunday in the Washington Post, that talks about—the headline is, "Hill Aid Groups, One Opaque System Replaces—Replaced Another." It talks about Secretary Rice asking, in 2005, quote, "How much does the United States spend each year on promoting democracy overseas?" Nine months later, I guess, she gets the answer of 1.2 billion. It goes on to talk about 23 overlapping programs. The assertion in the article, that there's still—that one opaque system, as opposed to transparent, replaced another. At the beginning of about the fifth paragraph, "Rice's foreign aid approach, sadly, bears the hallmarks of our failed early assistance efforts in Iraq," unquote, and it goes on from there.

And I say that as a predicate. And I also say, as a predicate, I've got a chart here that was presented in this room—I believe it was this room, in another hearing not too long ago by Dr. Lael Brainard of the Brookings Institute. And what she has here, that it's hard to see, even when you're close, but she had a better copy of this—the headline on this—the title, I should say, is, "U.S. Foreign Assistance Legislation Objectives and Organizations." And it's a mind-numbing chart which is almost difficult to trace. It would take you hours, probably, to trace every line. So, it's a picture of what—unfortunately, what too many people who watch a hearing like this—too many people will follow the work of government, especially the Federal Government, are concerned about. And they have a right to be concerned, and a right—and a right to be disturbed by overlapping jurisdictions, wastes of money, bureaucracy that is not only confusing, but, in the end, is a barrier or an obstacle to getting, in this case, aid to countries and people that should get it, not to mention what it does in the context of our overall budget.

And I'll quote a President, also—and I'll be done with my predicate in a second—quote, "No objective supporter of foreign aid can be satisfied with the existing programs. Bureaucratically fragmented, awkward, and slow, its administration is diffused over a haphazard and irrational structure," unquote. Well, unfortunately, that wasn't made recently. The President was President Kennedy. It was in 1961. So, we haven't made much progress.



But I ask you, in light of that—the predicate to my question, and in light of your testimony—I know you spoke, in your prepared remarks, about simplification and transparency, neither of which, I would argue, are possible, or in any way possible, if we don't do something about the maze that is these series of programs, initiatives, and objectives. And I'd ask you to outline for us—and supplement and amplify it for the record, if you need to—but tell us, as best you can, in the few short minutes, about what you're going to do, and what—the plans you have that are already developed to deal with this mess that is the overlapping set of lines that I just showed you in that chart.

Ms. FORE. Senator Casey, it is, indeed, a very complex field. And your chart, with your set of lines, does show that it is fragmented and that it can often lead to one entity not understanding what another entity is doing. And that is within the United States Government, but it's also in the donor community at large with other countries. It's also with the private sector.

So, what I would hope to do with the Director of U.S. Foreign Assistance portfolio is that we can gather, that we can focus, and that we can really place all of our assets of the United States Government in a country in areas that will have the greatest impact. It is something that is a challenge, something that Senator Lugar has spoken about in years prior. It remains a challenge. But I am committed to begin that process. It is a process that has now begun, on the budget side, where we gather all of the departments around a table and talk about countries and regions, so that you will see Department of Defense and Department of Treasury and Department of Commerce and USAID and HIV/AIDS, the PEPFAR program, and others around a table and talking about what the development programs should be. We also now have some beginnings of definitions for what is democracy, for example.

And all of these are good starts, but we're just at the beginning of this process. And what I would hope to be able to do in coming months is to try to simplify this, but also to try to better coordinate that which currently exists so that we can really have a strong impact, and the best impact possible, for the American people, as well as for the people around the world that we are serving.

Senator CASEY. Thank you for your answer. I'd—I would ask you to—and I appreciate the answer, and I appreciate the commitment that you've made today, but I'd ask you also to submit for the record a game plan for this, and a rather detailed game plan, about how you're going to go about this. I realize it's difficult. Those of us who have been in government—I was in State Government—it's hard to break through, and it's important to identify where efficiencies are and where overlapping jurisdictions prevent us from reaching our goal. So, I'd ask you to supplement in—for the written—a written version of what you've said, and amplify it for the record.

[The requested information appears at the end of this hearing in the "Additional Material Submitted for the Record" section.]

Senator CASEY. I'd also ask, Mr. Chairman, that the chart I just showed you—we'll submit a larger and more understandable and color version of that chart—I'd ask that that be submitted as part of the record.

Senator MENENDEZ. Without objection.

Senator CASEY. And, finally—I wanted to make one last point—the paragraph I talked—that I referred to, in the Washington Post story of this Sunday, talks about the failed early assistance efforts in Iraq, but here’s something else that I think is very important with regard to transparency. And this is a challenge for you, not just in the context of going forward, but, of course, even in the context of your confirmation. It says that—and I’m picking up in the middle of a line—“. . . one opaque system has replaced another.” And then it follows with these words, which I should have read before, quote, “. . . with a small group of people deciding how (a) dollars are divvied up, what countries they reach, and who controls them,” unquote. That’s a recipe for, not just disaster in the erosion of confidence that the American people feel and that Congress would feel in the work that you’re doing and will continue to do if you’re confirmed, but I think that would be the wrong path to take, to have a small group of people who may be driven by ideology—or even if they’re not—if they’re driven by narrow interests, to make these decisions. So, I would urge you to be a leader in the transparency which I think people have a right to expect, and I think that’s going to be a key indicator of your stewardship, if you were to be confirmed.

Thank you.

Ms. FORE. Thank you, Senator Casey.

Senator MENENDEZ. Thank you, Senator Casey.

Senator Corker.

Senator CORKER. Thank you, Mr. Chairman.

Thank you for being here today, and for your service.

Along with some of the things that have been mentioned coming up to your nomination, there have been other things, maybe some policy conflicts between your personal thoughts and those of the State Department. My assumption is that you would stay within the guidelines that are laid out in the State Department, and that’s not an issue. Is that correct?

Ms. FORE. Correct.

Senator CORKER. One of the things that—I know you’ve been having a 2-month listening tour, if you will, to kind of understand what’s going on in the Department as you, hopefully, prepare to move ahead—Iraq, I’m sure, is a place you’ve spent a focused amount of time, because of its importance—and one of the things that I think has been most noticeable, and that is that our military has been absolutely outstanding in what they have done, and yet, we really have lacked so much progress on the civilian side in, really, coordinating with them properly, whether it’s—and not, by the way, because people aren’t committed and dedicated that are there, but certainly we’ve had trouble staffing the PRTs. There’s a lot of categories there that we have not complemented properly. And I’d like for you to speak to that, because it seems to me that, from the standpoint of the things that are urgent for you to deal with, if confirmed, that has to be one of those, and I’d just love to hear you expand on that.

Ms. FORE. Yes. Thank you, Senator Corker. It is, indeed. I am on a weekly call with our Iraq mission, because I do think it is so very important.

Let me talk to you a little bit about PRT staffing. I think it is important that—as the military has done such an excellent job that we are sure that we are there with the civilian resources coming in behind them. We have been working on the civilian surge and we have done very well. I've just received a report this morning. Phase 1 ended March 31 and we have all of our individuals fully deployed, but phase 2 was to be completed August 31, putting 12 more technical experts that would go out to the field. And that has been readied 2 months early. So, that's good. That means that, for USAID, we are meeting the staffing goals for the PRTs. Phase 3 is coming along. With phase 2 already complete, we should be able to move quite quickly into phase 3.

It's going to be very important that we have the right technical expertise in the PRTs; that they are cohesive units; that USAID and Department of State, as well as other agencies and DOD, work together in the field.

Senator CORKER. You know, I—just, sort of, building off Senator Casey's comments—I think all of us—and this certainly has nothing to do with you—but the sense that there's just this abyss, if you will, to deal with, as it relates to foreign aid, as it relates to so many things that we try to deal with in our foreign relations. Could you talk a little bit about just how those relationships seem internal to the organization, and what you might—whether it's with State or Defense—and how you see, if there's deficiencies there in the ability for you all to communicate and work together and actually get something done, what your thoughts are about improving that.

Ms. FORE. Yes. It's a very interesting area, and it's a very important area for the United States. Our national security strategy lists diplomacy, development, and defense as the three legs of the stool. And it is very important that they be integrated and coordinated. We now have an Office of Military Affairs within the U.S. Agency for International Development, so that there is good liaison with the military—within the Department of State, the same—so that we have links in with combatant commanders, we have links in with the field, that we begin to cross-train our people—it's one of the most important things—so that our people in USAID and State have a chance to train with the military, that we have a chance to train with each other, so that we understand how we can have more synergy as a trio.

But it is a constant challenge. We have enormous goodwill. People are really trying to work hard on it. One of my areas of focus, as the Director of U.S. Foreign Assistance, is to think through how we can coordinate even better.

The Reconstruction and Stabilization Teams that we have begun discussing, I think, are one of the ways that we can look at that, because it means that there are more civilians who can be mobilized on short notice, and that they are able to move out to the places they are needed. And that will be a very important new tool for all of us.

Senator CORKER. Moving back to Iraq, when you—looking at some of the difficulties that have been sustained, if you will, in trying to have appropriate personnel in place in civilian positions—has been more of the different types of responsibilities that are

being taking on—taken on in Iraq, or has it been more the security, if you will, of the people—or the perceived security—in going to serve in that way?

Ms. FORE. Well, more of our resources go toward security than, I think, any of us had originally planned. Security has become such an overwhelming need for us to plan for so that people can do their work. But we identify individuals based on their technical expertise. So, whether it is agriculture, or whether it is municipal election systems, or whether it is some other part of civil society, it is those technical skills that are the ones that we look for—engineering capacity, for instance. And that's how we then fill these positions in the PRTs.

Once they are there, it is then our responsibility and our mission to be sure that they are able to do their jobs and that they have the tools that they need to do their jobs. But it is a constant challenge, in many of these posts, to have a secure enough environment so that they get their work done to the maximum extent possible.

Senator CORKER. Mr. Chairman, I see my time is expired.

Thank you for your testimony.

Senator CORKER. Thank you, Senator Corker.

We're going to start a second 7-minute round of questions.

Let me—and I'll recognize myself—let me go back to where I left off with you, Madam Secretary. I appreciate Senator Lugar's comments about ambassadors who are political appointees. I didn't even reference those, although I don't believe, once you are an ambassador, that you should be using your time for the purposes of the political landscape. What I was referencing was the 20 to 30 employees of AID, who are not ambassadors, who clearly should not be spending their time at political briefings.

In that respect, let me ask you two final questions. How many of these political briefings have you attended in your time in the administration?

Ms. FORE. Let's see, when I was at the Department of Treasury, one, perhaps two.

Senator MENENDEZ. Is that the totality, in that and the present position?

Ms. FORE. I believe so. I have not attended any in the Department of State.

Senator MENENDEZ. And who conducted those briefings?

Ms. FORE. Individuals from the White House, whose names, at this moment, escape me.

Senator MENENDEZ. You don't remember any of the people who conducted them, they must not have been very impressive. [Laughter.]

It wasn't Mr. Rove—I think you would have remembered him. [Laughter.]

Ms. FORE. But, Senator, I could come back to you on that.

Senator MENENDEZ. I would love to see it, for the record.

Ms. FORE. All right.

Senator MENENDEZ. Thank you very much.

Second, let me change to a different issue. As I discuss in my statement, I'm deeply concerned about the possibilities of closing USAID missions. We have been assured that there are no plans to

close the list of USAID missions that I mentioned in my opening statement in fiscal year 2008. Is that correct?

Ms. FORE. That is also what I have been told.

Senator MENENDEZ. Can you tell us if there are any plans to close these or other missions in fiscal year 2009?

Ms. FORE. I do not have any plans and I have been told that there are no other plans, to close missions in 2009.

Senator MENENDEZ. Okay.

Ms. FORE. There are missions that open and close on a regular basis and I believe you know about the three that Congress had intended to close in Europe.

Senator MENENDEZ. Yeah, I am. Can you tell us, then, as we move forward, exactly what criteria you would use, if you were permanently given this position, in the context of closing missions?

Ms. FORE. I've been thinking about this, but I do not yet have a complete answer, because I feel that it's very important for us to talk to our mission directors. We will have the mission directors coming in for a mission directors conference in the fall. And I would like to hear their thoughts on what criteria we should use as an agency.

I also think that we should consider the notion of a good strategy for USAID. And I would like to do that with our leadership in USAID, as well as with the mission directors.

One of the areas that is a constant challenge for us is our operational expense level. I know that people have struggled with it and they have come up with a number of possible ways to deal with it. One of them is to close missions, or to reduce missions, or to reposition our people. In the Department of State, I've been seeing the benefits from repositioning people and I think that that is an area that I would like to encourage at USAID. The world changes and we need to change with it. But that does not necessarily mean that you close a mission. It means that you may change your profile, because our programs change from country to country, from year to year, and from decade to decade. So, I would like to consider, as part of those criteria, in those situations when we are drawing down the capacity of a mission, if we are bringing it up in other areas, as well as a better use of regional missions, because the regional capacity allows you to have technical skills and surge capacity so that you do not have to have every skill at every mission in every country.

Senator MENENDEZ. Well, but can you make a commitment to the committee, that, if confirmed, you would consult closely with Congress before closing any USAID mission?

Ms. FORE. I would.

Senator MENENDEZ. Thank you.

Let me turn to poverty alleviation. As you know, many of us believe this should be at the core of development assistance. And I asked you, in a letter, if you would commit to ensuring that the fiscal year 2009 budget process substantively implements the top-line goal of poverty alleviation. I appreciate your response to my question and your statement that poverty reduction is a part of the Secretary's transformation diplomacy and development initiatives. You also went on to say, quote, ". . . that an appropriate balance must be struck among development objectives in order to bring about

lasting change in a case-by-case basis, and I look forward to consulting with you and other members regarding that balance as we move forward.”

Now, while I appreciate that comment, and that we have to strike a balance—that’s obvious, I think—I’m also concerned that poverty alleviation will get lost in your calculations, particularly since it was only added to the transformational development goal after considerable urging from Congress and outside groups.

So, my questions are these. Exactly what are you doing differently in the fiscal year 2009 budget process than in the 2008 process to make sure that poverty alleviation is included, No. 1? And, No. 2, what—do you have specific metrics that are being used? Are you tracking what percentage of the funds for a specific region or a country are targeting poverty alleviation? And, No. 3, since the Secretary of State and your predecessor included poverty alleviation in the top-line goal for the “five by six” strategic framework, it still remains unclear how this additional goal has since been integrated into the “F” reform process and structure. Could you, with some explicit reference, clarify how poverty alleviation has, or is being, integrated into the “F” reform process, including the objective in country categories?

Ms. FORE. Yes. Thank you, Senator.

Having been at USAID before, I have a long-standing strong sense that poverty alleviation and poverty reduction are among the main purposes of the Agency for International Development. It’s what people count on us for. That old saying that often proves so true, that, “If you give a man a fish, you feed him for a day; if you teach him how to fish, you’ll feed him for a lifetime,” is part of that balance between short-term and long-term poverty reduction and alleviation. And this 2008 and 2009 process made sure that people are now gathered around the table who support all of these interests. And I think that will be the most important asset that we bring to the budgeting process.

The second part is that I’ve begun outreach to nonprofit organizations, and I’ve begun to hear the areas that they feel that they have not seen enough in the way of either funds or attention or policies, so that we are beginning to see the landscape of the things that we want to be sure we are including in these budgets. This is ongoing for the 2009 process and we will try to weave as much of that in as possible in 2008. As you know, there is limited movement for 2008, but we will do our best to include these.

In terms of how one can move forward in these areas, I would anticipate that we will find ways to make outreach ongoing. I don’t feel that we have had as much involvement by our outside advisory groups, many of whom represent the best among the implementers of our poverty alleviation and poverty reduction portfolio. This ongoing dialog will lead to changing people’s hearts and minds as well as changes in budgets and programs.

So, I anticipate having more continuous, more regular meetings with all of our outside entities. And I think that that will help everyone. Some of this is just a training process, making sure that everyone sees all parts of development. It is not something that you can learn in a week, or that you can learn in a year. The best of our people have been serving for decades in the world of develop-

ment, and we need to pass this information along. This is why I made my initial plea that we be able to begin to staff up and train people. We need the next generation to come along and carry this banner for poverty alleviation and reduction.

Senator MENENDEZ. I appreciate your answer. I want to follow up with you, but let me turn to Senator Lugar for—

Senator LUGAR. Well, thank you very much, Mr. Chairman.

Madam Secretary, what comment could you make about section 1206 funding—The train-and-equip security assistance that comes through the Pentagon? This arises, as you know, from the general desire of our country to become more involved in nation-building, but particularly on the security side. Some of the countries that we're trying to rebuild had extraordinary problems, and sometimes it was expedient for the Department of Defense, that had a much larger budget for this, simply to take things in its own hands and to move ahead, sometimes even without the knowledge of the ambassador of the country. Now, that became worrisome, at least in our oversight capacity. Our staff members went to embassies, and that report has been made public. And it was not to embarrass the Pentagon or the security people. Many did a very good job—but the need for at least the ambassador in the country to have cognizance of what was going on in the country, so that, as protests arose, or various other difficulties, is apparent.

Now, we've had these fledgling efforts of our staff in oversight, but what I wanted to inquire of you was, as a part of your "F" process, of heading out to the embassies, interviewing the personnel involved, and so forth, will this section 1206 set of issues also be a part of your purview?

Ms. FORE. Yes. And the very good part of section 1206, that the Secretary concurs in the use and the placement of these funds, they are very useful. They were used in Lebanon after the hostilities in reconstruction. And this has been a very powerful tool for integration and linkage between the Department of Defense and Department of State.

Senator LUGAR. Well, I appreciate that assurance, and we look forward to that result, as well as the composite of all of the results that you will have from those examinations.

One of the issues that lies before, certainly, the committee and the administration is the continuation of the MCC program. The problem with the MCC program is that it has not expended very much money, in the judgment of many members—and the directors would point out, "Just as well"—because, in the case of Millennium Challenge, the countries themselves try to determine what their priorities will be. There's a nation-building, policy-building process, and that takes time for some countries that have not had experience in doing that, and it takes time for our administrators to make certain that the expenditures have some checks and balances, and are valid uses of American taxpayer money. Now, probably it's a good idea to have criteria such as we have for the MCC program, of democracy-building and human rights, the rights of women, and a number of things—

Senator MENENDEZ. Senator Lugar, if—

Senator LUGAR. Yes.

Senator MENENDEZ [continuing]. If I may just briefly interrupt you. On the floor right now there is a moment of silence being observed—

Senator LUGAR. Oh, yes.

Senator MENENDEZ [continuing]. For the officers, Chestnut and Gibson, who were killed in the line of duty defending the Capitol. If I may interrupt you for just one moment—

Senator LUGAR. Of course.

Senator MENENDEZ [continuing]. And I would ask the committee to observe a moment of silence, as well.

[A moment of silence was observed.]

Senator MENENDEZ. Thank you very much.

Senator LUGAR. Thank you, Mr. Chairman, for reminding us of that very important time on the floor that we have observed now in the committee.

In any event, the problem with the MCC, is that things have moved along slowly and the Congress has become impatient on occasion. Within this committee we've had debates. In what ways will you evaluate and help the Congress interpret the value of the program, which I think is considerable? But, if it is not, what kind of procedure can you have for giving us good counsel on MCC?

Ms. FORE. Yes. This is an area I'm very interested in, because it is a very interesting new model for delivering foreign assistance.

AID is a model, and the new GDA is a model, and the new Millennium Challenge Corporation is a model. And there are other models in other donor countries around the world. I would very much like to look at these models, see which are the most effective, which might hold great promise for the United States, and ways that we can improve this system.

This is all exactly what we want to try to do with a Director of U.S. Foreign Assistance, because, if we can gather and focus our resources, as the United States, it will have greater impact. But we also should use the most effective and efficient models.

So, I would love to get back to you on that, Senator Lugar.

Senator LUGAR. Thank you very much.

Thank you, Mr. Chairman.

Senator MENENDEZ. Thank you, Senator Lugar.

Madam Secretary, let me just pick off—where I left off with you. And I appreciate what I think is part of the answer to my three-part question. Let me reiterate two parts.

You talked about putting people around the table. Maybe you could tell me—when I asked you, “What’s different in the 2009 budget process than in the 2008 budget process, to make sure that poverty elimination”—or alleviation, I should say—hopefully, ultimately, alleviation—elimination—but “alleviation is achieved and included?” You said, “Putting people around the table.” What exactly does that mean? What people? What level of individuals? And I appreciate the conversations you’re having with NJOs—NGOs. I think those are perfect, and to be applauded. But what people are you putting around the table that are going to make a difference in the 2009 budget process?

Ms. FORE. There are interagency roundtables in the budget process itself for 2009. These include individuals at the senior level, but most often it is at a mid-level—who are talking by country, about



the programs that their agency is carrying out; and thus, what sorts of synergies are possible between their programs. Let us say, for example, the Department of Education and a USAID program on education. We have enormous challenges in Africa, for instance. One would wish this to be well integrated. If these individuals, in their agencies, begin to talk and see what their programs are, there will be less duplication, less overlap, but there will also be more of a commitment to the issue that they are discussing. And these issues can deal with humanitarian assistance, maternal and child healthcare, the environment, agriculture. It can be on any number of issues, but they are all around a table and they are talking around a country program. So, how we integrate and mesh these country programs is what is being discussed.

I think it is a very good model for sharing interagency knowledge and training and being able to build on each other's efforts, as well as for building on each other's budgets, because many of these programs are being funded separately out of separate committees in Congress.

Senator MENENDEZ. And as you do this interagency process, the question is, Are they actually required to look at poverty reduction? You know, you could have an interagency process that can look at a lot of different issues within the development assistance question. The question is, Are they actually being asked to look at poverty reduction, and are there any specific goals that they are trying to achieve?

Ms. FORE. Yes. Every roundtable looks at poverty reduction. And they will look at it through a number of lenses. Take, for example, micro enterprise. They will all be discussing poverty—poverty reduction—because, as you know, the reduction of widespread poverty is one of the goals that is overarching for the entire foreign assistance process.

Senator MENENDEZ. Now, I asked you about metrics, and I didn't hear you respond to that. Do you have any metrics in mind, at this point, as to—in addition to—so, you have an interagency process which is supposedly going to actually look at poverty reduction, look at goals for poverty reduction, you have the outreach to the NGOs—that's good, okay—so, what are the metrics that we're going to be able to look at and judge by?

Ms. FORE. The metrics that are currently used cover a range, so that, for example, in the use of the number of people in poverty—an economic measure will be used. One of the things that we have begun talking about with our nonprofit organization community, the community at large, is: Are we measuring the right things? Are we measuring results in the right way? Are we putting them into our programs in the best possible way? We have a number of studies and reports coming out of our advisory committees that I think will help inform this discussion, so that the metrics for getting the results that we wish in reducing and alleviating poverty will be there in years to come.

Senator MENENDEZ. Let me ask you—going to Senator Hagel's conversation with you about Ambassador Crocker's request, and it's also an interest that Senator Kennedy has expressed to me—can you provide us with a copy of Ambassador Crocker's cable to you?

Ms. FORE. Yes, sir.

[The information follows:]

Cable Text:  
 UTE5758  
 ACTION M-00

INFO	LOG-00	MFA-00	EEB-00	AGRE-00	AID-00	AEX-00	A-00
	CA-00	INL-00	DS-00	DHSE-00	SUR-00	E-00	UTED-00
	VCI-00	FOE-00	H-00	TEDE-00	INR-00	IO-00	L-00
	MOSM-00	MOF-00	VCIE-00	NEA-00	NSAE-00	NSCE-00	OIG-00
	OMB-00	CAEX-00	PA-00	PER-00	PM-00	P-00	SCT-00
	D-00	DOHS-00	SP-00	IRM-00	NCTC-00	FMP-00	R-00
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 07 FM AMEMBASSY BAGHDAD TO SECSTATE WASHDC 2115

UNCLAS BAGHDAD 002271

FOR U/S FORE FROM AMBASSADOR CROCKER

E.O. 12958: NA  
 TAGS: AFSN, AMGT, CMGT, IZ  
 SUBJECT: REQUEST FOR SPECIAL IMMIGRANT VISA FOR ALL IRAQI EMPLOYEES  
 UNDER CHIEF OF MISSION AUTHORITY

1. I am writing to ask your assistance in getting relief for our brave, hard-working Locally Engaged Staff (LES). As you know, our LES work under extremely difficult conditions, and are targets for violence including murder and kidnapping. Since Coalition Provisional Authority days, we have had at least nine LES killed because of their employment with the Mission, or due to random violence. Just last week we recovered and identified the bodies of two LES (husband and wife) who were kidnapped in May.

2. Many of our staff are taking advantage of the asylum process and are leaving our employment, seeking safety and a better life in other countries. We refer an average of 2 LES per week to the US Refugee Asylum Program (USRAP). We would like to have other options for our LES, in particular, I would like to have a Special Immigrant Visa (SIV) available for all Iraqi employees under Chief Of Mission

(COM) authority. By housing our LES on the compound we can give them a safer environment, but this comes at the cost of separation from their families. Space constraints in the international zone make it impossible for us to offer housing for the families of our LES. Unless they know that there is some hope of an SIV in the future, many will continue to seek asylum, leaving our Mission lacking in one of our most valuable assets - our Locally Engaged Staff. We cannot continue to lose our experienced, knowledgeable LES to the asylum process except in the cases where we simply cannot protect them and their families.

3. The recently-passed Kennedy/Lugar bill expands the number of SIVs for translators/interpreters and extends the availability to COM personnel. Post asked I to review the language to determine whether it is possible to broadly define translator/interpreter to ensure the greatest number of COM LES participants. The interpretation from I is that, if a major or predominant portion of the actual job responsibilities of the LES is working as a translator or interpreter, they would be eligible, even if their job title is not "translator" or "interpreter." While this interpretation covers LES who work in POL, Office of Language Services and PAS, those employees who only need to know simple English phrases, such as the GSO staff, or who possess fluent English but have jobs that are more technically focused cannot be considered to be functioning primarily as interpreters or translators and would, therefore, not qualify for the SIV. Yet their presence is just as vital to the successful operation of the mission and their employment with the mission brings no less danger than that experienced by LES who would qualify for the interpreter SIV.

4. The security environment is difficult for all Iraqi employees associated with western missions. Our Danish colleagues are undertaking a similar effort to provide migration assistance to employees who find themselves in a difficult security situation as a result of their association with Denmark, regardless of their position in the Danish mission.

5. The Administration's proposal for a COM-wide three year SIV (some versions propose a one year SIV), has been pending for some months; unfortunately, there does not appear to be much support on the Hill at this time. I hope the Department can make a renewed push for an expedited SIV process for all of our LES, not just the interpreters/translators. We believe they should all be treated equally; and we should reward our LES for their sacrifice, loyalty and dedication to the USG.

CROCKER

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End Cable Text

Senator MENENDEZ. Okay. And, in response to that, what were your instructions to the Consular Affairs Office on the cable? What was your instructions to them, in terms of—in pursuit of what was trying to be achieved in the cable?

Ms. FORE. We consider this a top priority for the Department. So, it's not just the Bureau for Consular Affairs, it's also the Human Resources Department, as well as our legal office, that looks at what our capacities are and what we are able to give to a chief of mission. It is very important that we be sure that our ambassadors are armed with all of the authorities that they can have. But we

cannot give away authorities we do not yet have, so this link with Congress is a very important part of this, if we are to make sure that we have the right authorities to delegate to our chiefs of mission.

We've asked Consular Affairs to look at the special immigrant visa. As I mentioned, there is also the refugee question, so the Population, Refugee, and Migration Bureau is also looking at it.

But, as a whole, we, as a Department, are looking at ways that we can help facilitate things for these Iraqi nationals who are working with us, for us, beside us, in ways that would be helpful for them and for their families.

Senator MENENDEZ. Well, we'll look forward to seeing the cable, as well.

Senator Nelson asked me—he had to go to an Intelligence meeting, but he would like for the committee to hear your response to his expedited-fee issue. What is your plan to reimburse that to those individuals who paid, but got no expediting, at the end of the day?

Ms. FORE. For individuals who have requested expedited service, and who have indicated when they are traveling, and for whom we did not return their passport within the timeframe that we had promised, if they apply to us, we would return their expedited fee. There are several options that we can discuss with Senator Nelson which might also help. He—

Senator MENENDEZ. But right now, your—

Ms. FORE [continuing]. And his staff—

Senator MENENDEZ [continuing]. Your—

Ms. FORE [continuing]. And his constituents.

Senator MENENDEZ. Right now, your plan is simply that, "If you apply, you get the reimbursement; if not, you don't"?

Ms. FORE. Yes, with the proviso that it has to be people that were using the expedited-fee process, and that they also have indicated that they were traveling. Many people who have used the expedited process did not have travel plans, so, if people did not indicate when they were traveling, then that was—

Senator MENENDEZ. But if you apply—but if you applied and paid an expedited fee, the whole purpose of paying an expedited fee is to have your application expedited, whether that was, in fact, because you were going to travel, or whether it was for whatever reason you chose to pay the expedited fee. If, in fact, you didn't get an expedited process, does the Department take the position that it should keep the money, even though it didn't provide the process—the expedited process that was paid for?

Ms. FORE. Well, there are a number of options here, Senator Menendez. And so, what we—

Senator MENENDEZ. Are you pursuing those options, or are you—

Ms. FORE. We're—

Senator MENENDEZ [continuing]. Are you just—

Ms. FORE [continuing]. Considering them.

Senator MENENDEZ [continuing]. Thinking? You're considering them.

Ms. FORE. Right.

Senator MENENDEZ. And can you tell us what those options are?

Ms. FORE. Perhaps I could take that question and come back to you with those options?

Senator MENENDEZ. Okay, if you would—if you would submit the options in writing for the committee.

Ms. FORE. Yes.

Senator MENENDEZ. Let me ask you two last questions, because I appreciate your forbearance of the committee. We're doing a little work here for others, as well, so—but these last two questions are questions I am particularly interested in.

You know, when the administration proposed the creation of the Millennium Challenge Corporation, they promised that this initiative would be in addition to our current development programs. However, there is an emerging trend of cuts in aid to countries that have signed MCC compacts, as we have seen. And, in fact, all the MCC compact countries have had cuts in other USAID funding between fiscal year 2006 and fiscal year 2008's budget request, except for one. So, in light of the administration's pledge, which so many of us who supported MCC pointedly asked to make sure this was not supplantive, but in addition to, not to cut foreign aid at the expense of MCC, how do we explain these numbers? And I would urge you, before you answer, if our argument that we're going to hear is that we have increased the total foreign assistance budget, as well as MCC—but that doesn't answer the question on the impact of specific countries that have seen their development assistance cut while they have signed an MCC agreement.

So, give me a sense of what is happening in this respect.

Ms. FORE. In this past 2½ months, I've heard about this. And one of the issues, I believe, is the bridge between a USAID program and the MCC program. So, as an MCC program coming online or scaling up into full usage, the USAID programs are scheduled to link into this, or to dovetail into it. Sometimes, as the USAID programs are coming down, or their linkage is coming down, too soon, before the Millennium Challenge Corporation money and programs begin to come online. So, there can be a gap between the two. It's one that Ambassador Danilovich and I have begun to talk about. We are seeking ways that can bridge that gap so that there is a seamless process when USAID programs and other foreign assistance programs work in cooperation with MCC programs and they begin to add additional resources in the country.

There is cooperation in trade capacity-building and other areas, but we need to be sure that this is integrated, and that's part of the challenge that we have. But it's one that we have identified and will look at.

Senator MENENDEZ. Well, we would love to see—if you would look at the realities of how this is taking place—I'd love to hear "integration"—what's happening is that we've had "disintegration" of those programs that were funded by USAID, and we see them—it's not that they were already on their natural downward curve because they were moving toward the fulfillment of their goals, it seems to me, from what I've been able to review; but, as the MCC monies were assigned into—and the monies began to flow, then we see a reduction of the USAID. That ends up not being additive, it being—it ends up being supplantive of those funds. That is not—

that is not what I think Congress supported when it supported the MCC. So, you know, we'd like to see a response to that.

Senator MENENDEZ. Finally, I appreciate, in today's statement and in past conversations, that you have said that you are committed to sustaining and strengthening the State Department's minority recruiting efforts. And, in your written statement, you specifically discussed the need for hiring USAID employees with diverse backgrounds. I appreciate that.

I know that there are those who have concerns about statements made in the past, and it relates to—this regard, but what I'm concerned is—in the actions, and here's where I want to go to. I'm not particularly impressed with the State Department's representation of minorities, in general. And I'm not impressed with it under your watch. And I have a particular concern, when I see that—when we finally make some improvement, particularly in the Senior Executive Service, that then we lose it.

Minority employment in the senior executive service increased by 2.7 percent over the course of 6 years, from 2000 to 2006, but, under your tenure, minority employment in the Senior Executive Service actually decreased by 2 percent in 2005 and 2006, so we've virtually wiped out the increase that it took us 6 years to achieve. Many of us in Congress who have been—in my days in the other body, and continuing since last year here—have been saying—and you and I met and talked about this in your previous role—and so, what took 6 years to have a marginal gain in the Senior Executive Service has been erased. How do we claim that that is a management success?

Ms. FORE. Well, I share your frustration, but also share your desire about this—that we be able to move forward positively and strongly in this area.

Senator MENENDEZ. But, Madam Secretary, if—

Ms. FORE. It's—

Senator MENENDEZ [continuing]. I appreciate that—words, but the proof is in the pudding. If it took us 6 years to make a 2.7-percent increase, and we eliminate 2 percent of it in the scope of 1 year, boy, that's not powerful and positive and moving forward.

Ms. FORE. Well, as you know, we are moving forward throughout the Federal Government. Approximately one-third of our workforce is eligible for retirement, so, when you are in the Senior Executive Service, or in the Senior Foreign Service, we lose people to retirement. And you know our systems within the Senior Foreign Service—

Senator MENENDEZ. Are you suggesting—

Ms. FORE [continuing]. And the Senior—

Senator MENENDEZ [continuing]. All of that loss—

Ms. FORE [continuing]. Executive Service—

Senator MENENDEZ [continuing]. Is because of retirement?

Ms. FORE. Well, from the Senior Executive Service and the Senior Foreign Service, it's either for retirement or taking a position in another agency. But what we have put in place, sir, in this last year and a half, is a very strong program in recruiting, training, mentoring a diverse workforce. We are really reaching out everywhere to try to encourage both the recruitment, as well as the retention, of a diverse workforce. And sometimes these things take

time. I know that they never occur fast enough. But it is important that we have an environment of inclusion. I think that, with our new Diversity Council, with our new Diversity Officer position, we really have a changed sense of commitment. And it starts at the top. It starts with Secretary Rice. It is certainly a commitment that I have, very strongly; the Director General, very strongly. I mean, we have—

Senator MENENDEZ. All right, but—

Ms. FORE [continuing]. This as a—

Senator MENENDEZ [continuing]. If you have a—

Ms. FORE [continuing]. Strong commitment—

Senator MENENDEZ. If you have a strong commitment, then let me ask you why it was that there was no minority promotion at all among the Senior Executive Service while you were there.

Ms. FORE. I believe you are looking at the 2006 numbers, and the 2007 numbers, which is this fiscal year. We will actually have the data for you September 30.

Senator MENENDEZ. Okay. I look forward to those numbers, as does Senator Obama. I mean, we—you know, it is important, in a world which is ever more diverse, that the power of what comes through men and women who represent the fullness of America is represented in the Foreign Service and in the Senior Executive Service. And, in my view, this is the worst department of all of the departments of the Federal Government, in the reflection of those minorities in the service of any one of our Federal departments. It's got to change. It's got to change.

And so, you know, I appreciate all the high-sounding words. The problem is, I don't see the concurrent actions to make it happen. And there are many of us who are disturbed that we continue to see this reality. And so, I hope that you're going to make, if you are given the opportunity, a action plan that is very aggressive, that is transparent to all of us, so that we can judge whether or not this is going to produce results, because, so far, it just simply has not. And that is simply not acceptable.

Ms. FORE. I would look forward to having such an action plan and talking with you about it, Senator Menendez. This is an area that we share a strong commitment to.

Thank you.

Senator MENENDEZ. Well, I appreciate the time that you have shared with the committee.

There will be other questions. We will leave the record open for 2 days for all members to ask questions, so they may submit additional questions to the nominee. Of course, we ask you to respond to those as expeditiously as possible.

Senator MENENDEZ. And, seeing no other member before the committee, the hearing is adjourned.

[Whereupon, at 4:03 p.m., the hearing was adjourned.]

#### ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

PREPARED STATEMENT OF SENATOR BARACK OBAMA,  
U.S. SENATOR FROM ILLINOIS

Mr. Chairman, thank you for holding this hearing on the nomination of Henrietta Holsman Fore to be Administrator of the U.S. Agency for International Develop-

ment. I appreciate Ms. Fore's willingness to discuss her credentials for this important position and her goals for the agency if she is confirmed.

In 2005, this committee considered Ms. Fore's nomination for the position of Under Secretary of State for Management. At the time, I expressed my serious concerns about disparaging remarks she made about minorities while she was a trustee at Wellesley College. I appreciated Ms. Fore's willingness to meet with me during that period to respond to my concerns.

As a result of our conversations, I voted to approve her nomination in 2005, after receiving her assurances that she was committed to expanding diversity at the State Department. Now that she has been nominated to be Administrator of USAID, it is important to look carefully at her record over the last 2 years to see if she has followed through on these assurances.

In June, Senator Menendez and I sent a letter to Ms. Fore asking for detailed information on recruitment, promotion, and retention of minority employees from 2005 to the present. We also asked Ms. Fore to demonstrate that she had taken tangible steps to recruit and promote minorities and that she has met with the Congressional Black Caucus and Congressional Hispanic Caucus to address their concerns.

I am pleased that, according to her response, she has implemented a minority outreach strategy and has met several times with members of the Congressional Black Caucus and the Congressional Hispanic Caucus on minority recruitment and retention issues. I am also pleased to hear that she has created a position of Chief Diversity Officer at the State Department, with a mission to integrate diversity principles into the practices of all of the Department's operations.

I have concerns, however, about the data on recruitment, promotion, and retention of minority employees provided by Ms. Fore. The data seems to show some progress in some areas, but in other areas, there has been no progress. Minorities have been hired during Ms. Fore's tenure, but the fraction of minority employees at State has decreased slightly instead of increasing. The overall promotion rate for African Americans and Hispanics decreased from 2005 to 2006. Between 2005 and 2006, the number of African American employees in the SES decreased, and the number of Hispanic employees in the SES remained unchanged.

I am interested in hearing more from Ms. Fore about her plan to promote diversity in her new position.

I am also concerned about evidence that White House aides conducted political briefings for U.S. diplomats that included, among other things, analyses of congressional and gubernatorial races in this country. In one instance, according to press reporting, State Department officials attended a meeting at the White House at which political officials discussed key House races for 2002 and media segments that were deemed important for President Bush's reelection in 2004.

For the life of me, I cannot understand why the administration decided to invest taxpayer-funded resources and time in this clearly political effort.

These types of briefings are an inappropriate politicization of the State Department, which should be carrying out its diplomatic mission without involvement in domestic political activities. I would like to know what Ms. Fore thinks about the appropriateness of these briefings and how she will ensure such briefings do not occur again at USAID if she is confirmed as the next administrator.

In addition to promoting diversity in the workforce and ensuring proper conduct relative to political activities, the next Administrator of USAID will face a host of challenges in improving the agency's ability to carry out its critical mission. We need the world to know that we are fully committed to supporting economic growth, global health, and democracy. We need to ensure that people around the world can live with dignity and have an opportunity to make a better life. And because weak states and countries mired in poverty provide a breeding ground for disease, terrorism, and conflict, providing foreign assistance has a direct benefit from a national security standpoint.

At a time when the global challenges facing the agency are daunting, there are reports that the capabilities of USAID are lagging, that the agency's technical expertise has eroded, and that the morale of its employees is low. It is essential that the new administrator provide the leadership necessary to rebuild the capabilities of the agency, hire and retain an exceptional and diverse workforce, and make a significant improvement in our ability to provide foreign assistance to those in need.

I will be looking very carefully at Ms. Fore's qualifications for this critical position and her potential to make real improvements in the operations of the agency.

Thank you.



ENDORSEMENT LETTER FROM THE FOREIGN AFFAIRS COUNCIL SUBMITTED  
BY SENATOR RICHARD G. LUGAR

FOREIGN AFFAIRS COUNCIL,  
Washington, DC, June 23, 2007.

Senator Richard G. Lugar,  
*Ranking Member, Senate Foreign Relations Committee, Washington, DC.*

DEAR SENATOR LUGAR: I am writing to inform you of the reasons why my colleagues and I on the Foreign Affairs Council (FAC) believe that Under Secretary Henrietta Fore has a mix of qualities and experience which uniquely qualify her to serve as Director of Foreign Assistance and USAID Administrator.

The Council (FAC) is a non-partisan umbrella group of the CEO's of 11 organizations concerned about the processes of diplomacy and the management of the people involved therein. We do not address foreign policy issues. We are dedicated to the most effective possible management of the Nation's foreign policy business of which foreign aid is an important part.

The FAC has just issued its third biennial assessment of the Secretary of State's stewardship of the State Department from the management perspective. Given our interests and objectives, we have worked very closely since 2005 with Under Secretary of State for Management, Henrietta Fore, and have observed firsthand her management successes as outlined in our report. Ms. Fore's attributes include:

- Years of experience in the Government and the private sector enabling her to bring the best practices from both sectors to bear on the problems;
- Previous service in AID as an Assistant Administrator which means she will "land running";
- Intimate knowledge of the inner workings of the Department of State and Foreign Service at the highest levels which is critical to the implementation of development which—at the end of the day—happens overseas;
- The strong strategic sense necessary to put all of the development pieces (AID, Millennium challenge Account, HIV—AIDS, Coordinator for Reconstruction & Stabilization, etc.) into a coherent whole; and
- Leadership qualities which have brought to the State Department two (of only four) Presidential Awards for Management Excellence, a second place ranking in the 2007 list of best (Federal) places to work, and an additional Presidential Award for retiree services.

In addition to the above, Henrietta Fore has consistently demonstrated a genuine concern for all employees—protecting their interests and maximizing their potential. One of the FAC's member organizations, The Association of Black American Ambassadors, has strongly endorsed Secretary Fore in this regard.

Senator Lugar, the next 2 years will be critical for U.S. development assistance. Subcommittee Chairman Menendez's recent hearings on foreign assistance, which you attended, have gotten the discussion off to a terrific start. The FAC will put the evolution of assistance at the center of our 2008 report and we hope to work with you in that effort. Given the need for strategy, structure, and implementation in U.S. development efforts, we believe Henrietta Fore has all of the necessary qualities and abilities to manage development with the same excellence she demonstrated as Under Secretary of State for Management.

Thank you for your consideration in these matters.

Warmest Personal Regards,

THOMAS D. BOYATT,  
*President.*

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR JIM WEBB

*Question.* Do you agree with the longstanding policy that CRSPs are long-term research programs that are designed for 10 years, with initial funding provided for 5 years and then a second 5 years if the 5-year review, based on performance with respect to the cooperative agreement, is satisfactory?

*Answer.* USAID's procurement policy is to award cooperative agreements for an initial 5 year period. In the case of agricultural research, USAID recognizes and appreciates the long-term nature of these programs. Therefore, when USAID awards a new CRSP to a university, the initial agency commitment is for 5 years. A 5-year extension is provided based on three criteria: (1) a record of good performance during the first 5-year period; (2) continued relevance of the CRSP subject area to the overall agency development priorities; and (3) the availability of agency funding.

*Question.* Are you aware that it has been proposed within USAID that renewal of the Integrated Pest Management and Sustainable Agriculture and Natural Resource Management CRSPs would be based not on the performance goals specified in their cooperative agreements, but rather on the following:

For IPM: How well the other CRSPs are addressing IPM.

For SANREM: How well SANREM is addressing the goals of a proposed Soil, Water, and Ecosystem Services CRSP that did not exist when the SANREM CRSP research program was designed and implemented.

Can you provide an explanation of what the renewal process for these CRSPs will actually entail, if not performance based on their current agreements?

Answer. A 5-year renewal of all CRSPs will be based on three criteria: (1) a record of good performance during the first 5-year period; (2) continued relevance of the CRSP subject area to the overall agency development priorities; and (3) the availability of agency funding. External reviews of the CRSPs will be conducted to evaluate performance. The Integrated Pest Management (IPM) and Sustainable Agriculture and Natural Resources Management (SANREM) CRSPs' external reviews are scheduled for early 2008.

In the case of the IPM CRSP, in addition to evaluating performance, the review will determine whether the new commodity-oriented CRSPs (peanut, sorghum, and pulses) have taken on substantial IPM issues related to their targeted commodities. The review will also inform USAID on the need for a stand alone IPM CRSP that broadly deals with IPM issues apart from the IPM activities of the commodity-oriented CRSPs.

In the case of the SANREM CRSP, the review will only consider the performance of the CRSP. The review will not look at how well SANREM is addressing the goals of a proposed Soil, Water, and Ecosystem Services CRSP.

*Question.* The USAID Web site pages listed below, describing the Revised CRSP Portfolio, currently indicate that the IPM and SANREM CRSPs are to be eliminated. Does the Web site reflect current USAID intentions concerning IPM and SANREM? If not, why has it not been changed?

<http://www.usaid.gov/our-work/agriculture/crsp/index.html#over>

<http://www.usaid.gov/our-work/agriculture/crsp/major-changes.htm>

Answer. The information on the Web site was meant to document an evolving process of review and consideration of a CRSP portfolio, in consultation with the Board for International Food and Agricultural Development (BIFAD) that aligns with development needs. The current information needs to be updated to reflect more recent discussions and decisions, such as the evaluation process for IPM and SANREM discussed above, and it is a good reminder to update our Web site. To avoid further confusion the CRSP portfolio information on the Web site will be removed until it has been updated.

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RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR ROBERT P. CASEY, JR.

*Question.* Under Secretary Fore, on July 16 I, along with a number of other Senators, wrote to Secretary Rice in reference to the United States-Ukraine Foundation. We expressed our concerns over USAID funding for the Foundation and its programs. The Foundation, the longest serving American presence in Ukraine, is highly respected by all political factions in that country and has done fabulous work throughout the country. As a result, every year since 2000 Congress has expressed its support for the funding of the Foundation. Foreign Operations Appropriations Conference Reports and/or the reports of the respective Appropriations Committees have "urged" increased funding, "directed" increased funding or in some other unequivocal way made it clear that Congress knows and has followed the Foundation's activities in Ukraine and had determined the funding for those programs needed to be continued, indeed, increased. Last year, the Senate report language for this fiscal year called for USAID to bring its level of funding for the Foundation to \$10 million.

And, yet, despite this clear expression of Congressional purpose and policy, USAID has cut the Foundation's budget each and every one of those years. In fact, I understand that USAID has told the Foundation that it will receive no further funds unless Congress either enacts a specific line item as part of its future Foreign Operations Appropriations Bills or a decision to fund the Foundation is made at the very top of this administration. Such actions exhibit an unsettling disregard for congressional intent.

Under your stewardship of USAID, if confirmed, how do you intend to handle clear expressions of Congressional intent on funding and policy priorities relating to the United States-Ukraine Foundation?

Answer. I am told that USAID has funded the United States-Ukraine Foundation (USUF) since July 1997, when USUF was awarded a 3-year, \$7 million noncompetitive grant. The original grant was extended several times and the total amount awarded to USUF by the time the grant ended on July 14, 2007 was \$23,145,918. During the 10-year period of the grant, USAID's funding level in Ukraine dropped fourfold, from \$163 million in 1997 to \$41 million in 2006. Nevertheless, USUF's average funding level has remained fairly consistent at about \$2.3 million per year and has thus in recent years accounted for an increasingly larger percentage of the total USAID technical assistance budget.

I am also told there is a good opportunity for USUF in our partnership programs. USAID recognizes the importance and value of Ukrainian Diaspora groups and we hope to continue benefiting from their participation in the USAID assistance program. We have encouraged USUF in writing to partner with USAID in the future through a new mechanism that specifically encourages Ukrainian-American organizations to apply for funding. This mechanism is the Annual Program Statement for Global Development Alliance (GDA) partnerships, issued on March 16, 2007. An explicit statement in that solicitation notes that USAID welcomes proposals from Diaspora groups. Since there are currently many active and experienced Ukrainian Diaspora groups, we expect to select a future program implementer via a competitive process. To date USUF has not submitted a proposal in response to the APS. The solicitation remains open until November 15, 2007, and USAID would welcome USUF's participation in this competition.

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR CHUCK HAGEL

*Question.* Do you believe that the executive branch can successfully develop a comprehensive, effective, transparent, and efficient country-focused foreign assistance framework without changing the 1961 Foreign Assistance Act? If so, please describe how a "reformed" U.S. foreign assistance process would operate. If not, what legislative changes will you seek?

Answer. The reforms that have been proposed so far—including the creation of the Director of U.S. Foreign Assistance—are an attempt to ensure that we make every effort within current statutory authorities to fulfill our responsibilities to maximize U.S. foreign assistance activities. With the reform process still in the early stages, we are taking time to review carefully, with input from a wide range of participants and stakeholders, what has been accomplished to date and how we might strengthen or adjust our processes. If as part of these ongoing assessments, we determine that successful reforms will require legislative changes, we will consult with you and other members of our authorizing committees to work together toward necessary change.

*Question.* What will be the staffing structure and size of the Director of Foreign Assistance office? Will you bring in new staff into the "F" bureau? Who will be your key advisors on foreign assistance reform?

Answer. To coordinate the entire gamut of activities associated with managing the approximate \$25 billion foreign policy programs of the United States, I will have about 80 direct hires. I plan to have a very lean administrative support mechanism and will rely as much as possible on existing State Department support mechanisms to manage my office.

I am pleased to inform you that Richard Greene will act as my Deputy in the Director's office. He is experienced and committed, and I believe you will find him to be very responsive. At USAID, Jim Kunder will be acting as my Deputy, and I am confident that you are familiar with his excellent work. In addition, my key advisors will be USAID Assistant Administrators, State Undersecretaries and Assistant Secretaries, and I will actively seek suggestions from colleagues at the Millennium Challenge Corporation (MCC), the President's Emergency Plan for AIDS Relief (PEPFAR), the National Security Council (NSC), the Office of Management and Budget (OMB), and, of course, Congress and the nongovernmental organization (NGO) community.

*Question.* In response to my question, you stated that 80 percent of U.S. foreign assistance is under the direct control of the Director of Foreign Assistance. However, Dr. Radelet testified on the second panel that only 55 percent of U.S. foreign assist-

ance is controlled by State or USAID. Please provide a breakdown of the amounts and percentages of U.S. foreign assistance that are under the direct control of State and/or USAID, under "policy guidance" of State and/or USAID, and not under any type of control of State and/or USAID. How much U.S. foreign assistance is controlled by the Defense Department?

Answer. Attached please find a summary chart of the fiscal year 2008 International Affairs Request, which appears in the Congressional Budget Justification on pages 12 and 13. Section 1 of the chart, "Department of State and USAID Bilateral Economic Assistance," lists the accounts and programs under the approval authority of the Secretary of State, which amount to approximately 80 percent of the entire Foreign Operations request. The Director of U.S. Foreign Assistance and USAID Administrator has direct approval authority over roughly 60 percent of all foreign assistance in the Foreign Operations request, and has robust coordinating authority over assistance provided under the Global HIV/AIDS (GHA1) and Millennium Challenge Corporation accounts (at which Corporation the Administrator serves on the Board).

The Department of Defense is an important implementing partner of the Department of State, implementing both Foreign Military Financing and International Military Education and Training programs. The Department of Defense also implements programs with foreign partners that are authorized under Defense Authorization Acts using funds appropriated in the Defense Appropriations Acts. Some of those programs provide training and equipment for foreign forces, similar to that provided under the Department of State's foreign assistance authorities. Thus, for example, the Iraq Security Forces Fund and the Afghan Security Forces Fund are used to provide training and equipping to a range of security forces in those countries. Both of these authorities must be exercised with the concurrence of the Secretary of State. In addition, pursuant to section 1206 of the National Defense Authorization Act, the President is authorized to direct the Departments of Defense and State to jointly develop programs to build the capacity of foreign military forces to be funded from Department of Defense appropriations in an amount up to \$300 million in this fiscal year. Likewise, pursuant to section 1207 of the same act, the Departments of State and Defense may concur on the provision of reconstruction and stabilization assistance to be funded through DoD appropriations up to \$100 million per fiscal year. These authorities have proved effective in addressing rapidly evolving security situations. DoD has certain other authorities that they rely upon in specific circumstances to provide assistance to foreign countries in support of their mission, e.g., the Commanders Emergency Response Fund and authorities to respond to humanitarian emergencies.

*Question.* Also in your testimony, you highlight "detailed country-level operations plans that describe how resources are being used" and that such plans have been developed for 67 countries already. Will you make these plans available to this committee? Will these plans be available to the public?

Answer. I am committed to providing as much information on our foreign assistance activities as possible to our oversight committees and Congressional partners. We are currently looking at ways to make the information obtained from the fiscal year 2007 Operational Plans as user friendly and available as we can. We are likewise exploring formats for future years' Operational Plans with an eye toward the same goal. In the meantime, if there is particular fiscal year 2007 country or other information that you would like to discuss, we would be happy to meet with you.

<b>FY 2008 INTERNATIONAL AFFAIRS REQUEST</b>			
(S in thousands)	FY 2006 Actual	FY 2007 Estimate	FY 2008 Request
<b>DEPARTMENT OF STATE, USAID and FOREIGN OPERATIONS (INTERNATIONAL AFFAIRS)</b>	<b>31,389,613</b>	<b>29,916,040</b>	<b>36,186,518</b>
<b>I. Department of State and USAID Bilateral Economic Assistance</b>	<b>18,074,969</b>	<b>17,713,444</b>	<b>20,266,913</b>
Andean Counterdrug Initiative (ACI)	727,155	569,350	442,812
Assistance for Eastern Europe and the Baltic States (AEEB)	357,390	269,200	289,322
Assistance for the Independent States of the Former Soviet Union (FSA)	508,860	435,480	351,585
Child Survival & Health Programs Fund (CSH)	1,591,425	1,518,359	1,564,279
Global Fund to Fight AIDS, Tuberculosis, & Malaria	[247,500]	[247,500]	[0]
Development Assistance (DA)	1,508,760	1,508,000	1,041,248
Development Credit Authority - Subsidy (DCA)	[21,000]	[0]	[21,000]
Economic Support Fund (ESF)	2,616,075	2,603,540	3,319,567
U.S. Emergency Refugee & Migration Assistance (ERMA)	29,700	30,000	55,000
Foreign Military Financing (FMF)	4,464,900	4,454,900	4,536,000
Global HIV/AIDS Initiative (GHAI)	1,975,050	1,852,525	4,150,000
Global Fund to Fight AIDS, Tuberculosis & Malaria	[198,000]	[198,000]	[0]
International Disaster and Famine Assistance (IDFA)	361,350	348,800	297,300
International Military Education & Training (IMET)	85,877	85,237	89,500
International Narcotics Control and Law Enforcement (INCLE)	472,428	703,600	634,600
Migration and Refugee Assistance (MRA)	783,060	750,206	773,500
Nonproliferation, Anti-Terrorism, Demining (NADR)	405,999	392,821	464,000
Peacekeeping Operations (PKO)	173,250	170,000	221,200
P.L. 480 Title II	1,138,500	1,223,100	1,219,400
Transition Initiatives (TI)	39,600	40,000	37,200
USAID Operating Expenses (OE)	623,700	641,000	609,000
Foreign Service Retirement and Disability Fund [Mandatory]	[42,000]	[38,700]	[36,400]
USAID Capital Investment Fund (CIF)	69,300	75,942	126,000
USAID Inspector General Operating Expenses	35,640	37,915	38,000
Development Credit Authority - Administrative Expenses	7,920	3,469	7,400
Democracy Fund	94,050	-	-
Iraq Relief and Reconstruction Fund (IRRF)	4,950	-	-
<b>II. Independent Department and Agencies Bilateral Assistance</b>	<b>3,012,408</b>	<b>2,354,024</b>	<b>4,373,509</b>
African Development Foundation (ADF)	22,770	22,225	30,000
Broadcasting Board of Governors			
International Broadcasting Operations	633,257	636,060	618,777
Broadcasting to Cuba	-	-	38,700
Broadcasting Capital Improvements	10,754	7,624	10,748
Subtotal, Broadcasting Board of Governors	644,011	643,684	668,225
Department of Agriculture			
McGovern-Dole International Food for Education	99,000	98,260	100,000
Department of the Treasury			
Treasury Technical Assistance	19,800	23,700	24,800
Debt Restructuring	64,350	20,000	207,300

(S in thousands)	FY 2006	FY 2007	FY 2008
	Actual	Estimate	Request
<b>Subtotal, Department of the Treasury</b>	<b>84,150</b>	<b>43,700</b>	<b>232,100</b>
<b>Export-Import Bank</b>			
Loan Subsidy	74,000	26,382	68,000
Administrative Expenses	72,468	69,234	78,000
Inspector General	990	-	1,000
Direct Loans, Negative Subsidy	-50,000	-45,000	-
Offsetting Collections	-	-	-146,000
<b>Subtotal, Export-Import Bank</b>	<b>97,458</b>	<b>50,616</b>	<b>1,000</b>
Foreign Claims Settlement Commission	1,303	1,417	1,684
Inter-American Foundation (IAF)	19,305	19,268	19,000
International Trade Commission (ITC)	61,951	62,575	67,100
Millennium Challenge Corporation (MCC)	1,752,300	1,135,000	3,000,000
Overseas Private Investment Corporation (OPIC)			
Administrative Expenses	41,851	41,856	47,500
Net Offsetting Collections	-223,000	-175,279	-236,000
Credit Subsidy	20,073	9,423	29,000
Net Negative Budget Authority, OPIC	-161,076	-124,000	-159,500
Peace Corps	318,780	324,000	333,500
Trade and Development Agency (TDA)	50,391	50,300	50,400
United States Institute of Peace	22,065	26,979	30,000
<b>III. Multilateral Economic Assistance</b>	<b>1,581,124</b>	<b>1,392,361</b>	<b>1,788,350</b>
<b>International Financial Institutions</b>	<b>1,277,236</b>	<b>1,066,198</b>	<b>1,498,950</b>
Global Environment Facility	79,200	56,250	106,763
International Development Association	940,500	752,400	1,060,000
Multilateral Investment Guarantee Agency	1,287	1,288	1,082
Asian Development Fund	99,000	99,000	133,906
African Development Fund	134,343	134,343	140,584
African Development Bank	3,602	3,613	2,037
European Bank for Reconstruction & Development	1,006	1,006	10
Enterprise for the Americas Multilateral Investment Fund	1,724	1,724	29,232
Inter-American Investment Corporation	1,724	1,724	7,264
International Fund for Agricultural Development	14,850	14,850	18,072
Arrears	[5,453]	[4,018]	[175,000]
<b>International Organizations &amp; Programs (IO&amp;P)</b>	<b>303,888</b>	<b>326,163</b>	<b>289,400</b>
<b>IV. Department of State Operations and Related Programs</b>	<b>8,721,112</b>	<b>8,456,211</b>	<b>9,757,746</b>
<b>State Administration of Foreign Affairs</b>	<b>6,434,123</b>	<b>6,238,058</b>	<b>7,194,596</b>
State Programs	4,421,359	4,561,170	5,013,443
Diplomatic and Consular Programs	4,294,734	4,460,084	4,942,700
Ongoing Operations	3,614,018	3,664,914	3,977,940
Worldwide Security Upgrades	680,716	795,170	964,760
Capital Investment Fund	58,143	34,319	70,743
Centralized IT Modernization Program	68,482	66,767	-

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR ROBERT MENEZDEZ

*Question.* Madam Secretary, during your nomination hearing on July 24, 2007, you testified that, during your career with the current administration, you have attended one, or perhaps two, political briefings which took place during your tenure at the Department of Treasury.

- What are the names and positions of the individual(s) who conducted this briefing?
- When were those briefings?
- Exactly what was discussed at those briefings?

*Answer.* There were two Treasury Senior Staff Retreats that I attended. The agenda for the Senior Staff Retreat on January 12, 2004, listed a 1-hour presentation entitled Political Overview and listed Barry Jackson, Deputy Assistant to the President and Deputy to the Senior Advisor, and Matt Schlapp, Deputy Assistant to the President and Director of Political Affairs as presenters. The agenda for the Senior Staff Retreat on January 4, 2005, listed a 45-minute presentation entitled

Political Overview and listed Barry Jackson, Deputy Assistant to the President and Deputy to the Senior Advisor, and Matt Schlapp, Deputy Assistant to the President and Director of Political Affairs as presenters. My recollection is that the briefings were about the political landscape at the time.

*Question.* During our question and answer period I asked you if you thought it was appropriate that USAID employees be spending their time being briefed on the electoral landscape. You responded that you would re-look at what your guidelines are in USAID, because, "there are very strong guidelines about not being involved with political candidates and other activities."

- Did these briefings on the U.S. electoral landscape comply with USAID and guidelines and Federal law?
- Were the 20 to 30 employees of AID that received these briefings all political appointees? Can you tell us what positions they held?

Can you commit to not holding such briefings if you are confirmed?

*Answer.* As you know, the briefings for USAID staff were conducted prior to my appointment as Acting Administrator. I believe that those invited to the briefings were Presidential appointees confirmed by the Senate, administratively determined employees (the USAID equivalent of Schedule C), or Non-Career Senior Executive Service. The White House has expressed the view that it is appropriate for White House officials to provide informational briefings about the political landscape and its potential impact on our legislative relations to Federal agency appointees whose job it is to implement the President's policies.

I certainly commit to reviewing and, if need be, revising, existing guidelines and policies at USAID, and to ensuring that any similar activities proposed to me are acceptable under all appropriate laws, regulations, and policies before I would approve them. I will also ensure that political appointees at USAID are thoroughly briefed by our Agency Ethics Officer on the Hatch Act and its requirements.

*Question.* Madam Secretary, in your testimony, you discussed some of the barriers preventing Iraqis from gaining United States immigrant visas. You also said that you would be supportive of legislation that would expand the scope of current law to allow more Iraqi nationals to be allowed to enter the United States under special immigrant visas.

- What legislative measures would you recommend to address this issue?
- Do you support the current legislative proposal introduced by Senator Kennedy, S. 1651, the Refugee Crisis in Iraq Act?
- In the meantime, what are you doing to respond to the concerns expressed by Ambassador Crocker in his cable to you?

*Answer.* In February of this year, we identified the issue of assisting Iraqis who work for the embassy as a top priority for the Department and as a matter of urgency. We took immediate steps to address the needs of those at risk in Iraq because of their association with the United States Government. We asked Congress to assist us in providing relief to these brave Iraqis by expanding the coverage of Special Immigrant Visas (SIVs) to include more of the Iraqi nationals who are serving the American people.

Secretary Rice set up the interagency task force on Iraqi Refugees and Internally Displaced Persons led by Under Secretary Dobriansky, which continues to meet regularly. The interagency task force has a specific focus to address the humanitarian situation, including the needs of those at risk in Iraq because of their association with the United States Government. I have attended two such meetings and can assure you that those involved are dedicated to securing the best solution.

The interagency task force drafted and cleared the administration's legislative proposal to provide a mechanism to lower, in "extraordinary circumstances," the years of service required for SIV eligibility under the Immigration and Nationality Act. Embassy Baghdad was consulted often during the drafting process and its recommendations, which included years of service, were integrated into the administration's SIV proposal.

In April, we sent to Capitol Hill the legislative proposal as an administration position which allows SIVs for LE Staff who have served in "extraordinary conditions" as determined by the Secretary and have fewer than the minimum years of service otherwise required. Through meetings and briefings, we are working actively to get support in both the Senate and House to secure introduction, consideration, and passage of the proposal. We are working simultaneously to find a germane legislative vehicle for the legislative proposal or a sponsor to introduce it as a free standing bill. We are set to send another letter to all members regarding the urgency for the legislative proposal.

While the United States Government agencies involved in the management of United States refugee and immigration programs overseas appreciate the support for the many Iraqis who have worked in support of American efforts in Iraq that is contained in the Refugee Crisis in Iraq Act introduced by Senators Kennedy and Smith, we believe the administration's SIV proposal is a more comprehensive and practical vehicle for addressing the dangers that local employees of the United States Government confront in a manner that will ensure continued effective operation of our diplomatic operations in Iraq and of our worldwide administration of the SIV program.

The Department and Embassy Baghdad have communicated to LE staff the processes by which locally employed interpreters and translators under Chief of Mission authority can take immediate advantage of the Special Immigrant Visa opportunities offered by Public Law 110-36. Embassy Baghdad has also acted to accelerate the access of LE staff to the United States Refugee Admissions Program.

The Department and the administration recognize that a solution must be secured to assist those LE staff in extraordinary conditions who are serving the American people. We very much appreciate your support and interest in this matter as we seek to partner with the Hill to implement the legislative changes that are required.

*Question.* USAID funding to countries that have signed an MCC compact has decreased in every country except one. This is not what Congress supported when during the birth of the MCC we were promised it was to be additive and not replace USAID funds. You responded in the testimony to this discrepancy by saying that linkage issue where USAID programs were changing to close the gap between MCC and USAID. I fail to see how this is not replacing funds to USAID.

In light of the administration's pledge to us to not cut foreign aid at the expense of MCC, how do you explain these numbers?

*Answer.* As the attached table and chart indicate, the President's request for the three largest "traditional assistance accounts—Child Survival and Health, Development Assistance and Economic Support Fund—has risen from approximately \$4.6 billion in fiscal year 2002 to some \$5.9 billion in fiscal year 2008, an increase of nearly 30 percent. At the same time, the President's request for the Millennium Challenge Account has grown from zero in fiscal year 2003 to \$3 billion in fiscal year 2006 and since. The total for these two categories has grown from the \$4.6 billion of fiscal year 2002 to nearly \$9 billion for fiscal year 2007 and 2008, a near doubling. This is an indicator of the administration's intentions.

The Congress has modified these requests in a variety of ways, but in most of those fiscal years, appropriated less to overall foreign operations accounts than has been requested. We have had to adjust individual country programs in response to these and other Congressional changes, in an environment of limited resources.

It is not appropriate, however, to conclude that in no individual country will "traditional" assistance programs remain unchanged when that country signs an MCC Compact. Countries develop at different rates and in unique patterns. Some may require emphasis on economic growth programs, some on investing in people, some on infrastructure, still others on good governance, and still others on security or rule of law. These complex requirements change over time in each country, and the goal of our assistance efforts needs to be the most effective possible mix of programs given each country's unique circumstances. I would emphasize, however, that it is not the policy of the administration to automatically reduce "traditional" assistance flows when countries begin MCC Compacts.

Development Funding	Requests						
	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
Child Support and Health Programs (CSH)	1,011,000	1,374,000	1,495,000	1,420,000	1,251,500	1,433,000	1,564,279
Development Programs (DA)	1,325,000	1,365,500	1,345,000	1,329,000	1,103,233	1,282,000	1,041,248
Economic Support Fund (ESF)	2,269,400	2,290,000	2,535,000	2,511,500	3,036,375	3,214,470	3,319,567
Subtotal	4,605,400	5,029,500	5,375,000	5,260,500	5,391,108	5,929,470	5,925,094

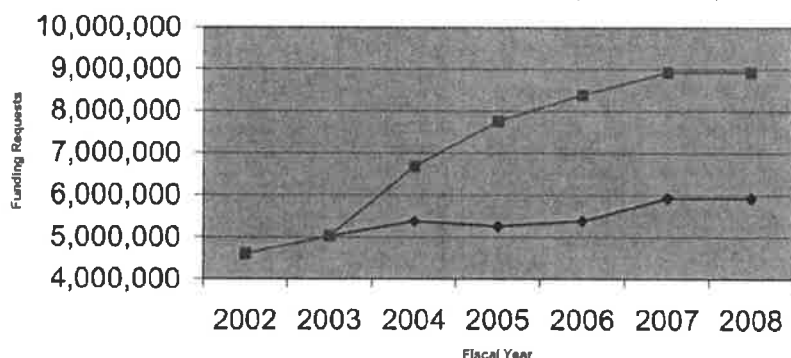


Development funding	Requests						
	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
Millennium Challenge Account (MCC)	0	0	1,300,000	2,500,000	3,000,000	3,000,000	3,000,333
<b>Total</b>	<b>4,605,400</b>	<b>5,029,500</b>	<b>6,675,000</b>	<b>7,760,500</b>	<b>8,391,108</b>	<b>8,929,108</b>	<b>8,925,094</b>

## GRAPH INFORMATION

	2002	2003	2004	2005	2006	2007	2008
Subtotal*	4,605,400	5,029,500	5,375,000	5,260,500	5,391,108	5,929,470	5,925,094
<b>Total**</b>	<b>4,605,400</b>	<b>5,029,500</b>	<b>6,675,000</b>	<b>7,760,500</b>	<b>8,391,108</b>	<b>8,929,470</b>	<b>8,925,094</b>

MCC plus "Traditional" Development Accounts (FY 2002-2008)



\*The Sub Total includes a summation of CSH, DA and ESF requests in the given FY  
 \*\*Total includes the Sub Total plus MCC requests in the same FY

*Question.* As soon as they're available, please provide the numbers for the minority recruitment data for the Senior Executive Service and the Foreign Service for fiscal year 2007.

*Answer.* Through July 31, 2007, the Department has hired one minority at the Senior Executive Service (SES) level. In addition, one minority employee was promoted into the SES after participating as the Department's only nominee in OPM's 2006 SES Candidate Program. There have been a total of seven promotions into the SES in fiscal year 2007.

To date in fiscal year 2007, minorities have comprised 14.1 percent of Foreign Service Generalist new hires and 19.6 percent of Foreign Service Specialist new hires. These percentages may underestimate actual minority hiring in fiscal year 2007, as we have seen an increase in the number of new hires who choose not to self-identify their racial or ethnic status. In addition, the percentage of minority registrants for the Foreign Service Written Exam (FSWE) increased from 34.2 percent in 2005 to 36.3 percent in April 2006, the second highest percentage of minorities registering for the exam since 1980. Registration for the September 2007 Foreign Service Officer Test, the only offering in fiscal year 2007, is currently underway at this time and we will not have statistics on minority registrants until registration is closed in September.

*Question.* As I said in my statement, I do not support the idea of development attaches or development counselors if they are used as a way to demote USAID Mission Directors. In your letter to me, you said that the concept was going to be used for countries that could manage and finance their own development process but "may not yet have the capacity or experience to put together partnerships that bring

together host country government, private sector, and other public or private donor interests to address development issues.”

Which current USAID missions are on the list to lose their Mission Director and receive a mission attache or development counselor?

*Answer.* The concept of using a development counselor builds on the recognized value of USAID to not only provide a formal voice on country development issues and manage appropriated funds, but also to facilitate partnerships between host country governments, the private sector, NGOs, and other public and private donors. USAID's thinking has been that the placement of development counselor might be appropriate in situations where USAID's experience and capabilities in facilitating partnerships will enhance the United States Government's engagement within a country. Generally, this would be in countries that do not receive bilateral USAID funding or in which USAID manages limited development programming with support provided from another location (e.g., a regional center or platform). We have not reached any decisions to replace Mission Directors with development counselors. Our consideration of how the “development counselor” concept would affect current USAID roles or staffing, if at all, will continue and we look forward to consulting with you on this once our concept has been further refined.

*Question.* How much control over the money would these development counselors have compared to mission directors?

*Answer.* The amount of control over funds will be addressed and determined as we continue to refine and discuss the concept. Factors to consider would include size and orientation of the program, development goals and objectives, and availability of regional support.

*Question.* How is a “development counselor” not simply a demotion for the USAID Mission Director?

*Answer.* We do not envision the concept involving a “demotion” of a mission director to a development counselor, but rather the placement of a development counselor in countries in which we have programs but do not currently have a resident USAID direct hire, or in countries where we no longer have an active development program. For example, as we close out USAID programs in Eastern Europe, a development counselor could be placed on the United States Embassy country team for the purpose of advising the United States Ambassador on ongoing country development issues, coordinating with other donors, and facilitating public private partnerships. There are no plans to replace Mission Directors with Development Counselors in any country where we have a Mission.

*Question.* Freedom House recently released an analysis of the administration's fiscal year 2008 budget request for Democracy and Human Rights. I am deeply concerned over the administration's proposed decreases of 9 percent in funding for human rights and 7 percent for civil society in the fiscal year 2008 budget request. Can you explain why these funds were cut? What was the rationale?

*Answer.* The administration is committed to enhancing democracy and the rule of law as part of our foreign assistance efforts. The fiscal year 2008 budget request reflects an overall increase in democracy and governance programs of \$215 million or 17 percent over fiscal year 2006 levels. From fiscal year 2006 to fiscal year 2008, this increase was focused in an additional 33 percent for Rule of Law and Human Rights and an additional 46 percent for Good Governance.

The fiscal year 2008 request is based on an assessment of needs and opportunities to advance and consolidate democratic progress in specific priority countries. An interagency team determined funding levels through a country-driven process which prioritized areas most critical to promoting and sustaining long-term country progress—a process which naturally required making tough trade-offs in a resource-constrained environment. The Department's fiscal year 2008 request thus reflects significant increases for countries with the potential to serve as democratic lynchpins for regional stability. The largest increases were targeted at strengthening government capacity and rule of law in Iraq and Afghanistan.

While funding for Civil Society and Political Competition did decrease overall, the fiscal year 2008 request includes a significant increase in these areas for key restrictive countries, including large increases for Cuba (\$32 million) and Iran (\$75 million). Other countries with increases for Civil Society include Bolivia, Pakistan, Sudan, Yemen, Nigeria, and Democratic Republic of Congo. Countries with increases for Political Competition and Consensus Building included Afghanistan, Bangladesh, Indonesia, Kosovo, Liberia, and Sudan.

Funding for Human Rights as an element under the broader area of Rule of Law and Human Rights decreased 9 percent from fiscal year 2006 to fiscal year 2008.

However, human rights funding increased in the restrictive and rebuilding country category, and held steady overall for the developing country category.

*Question.* After receiving reports that USAID was supporting programs in occupied Cyprus without consultation with the Government of the Republic of Cyprus, the Senate Appropriations Committee included in its fiscal year 2006 report the following: "The committee is concerned that funds made available for bicomunal projects on Cyprus have been obligated without appropriate notification and participation of the Government of Cyprus. The committee believes that if such funds are to improve the prospect for peaceful reunification of the island, they must be allocated transparently and in full consultation with the Government of Cyprus and other interested parties."

In this year's fiscal year 2008 report, the Appropriations Committee again expressed concern with the lack of transparency and consultation: "The committee is aware of concerns that some projects on Cyprus have been funded without advance consultation with the Government of Cyprus. The committee recommends that such consultation occur whenever practicable in the interest of transparency in the allocation of funds."

How will you engage and consult with the Government of the Republic of Cyprus as Congress directed? What will you do to address the concerns expressed by Congress?

Answer. The United States Government is committed to consultation and transparency with the Government of Cyprus on the United States Government foreign assistance program for Cyprus, in accord with the fiscal year 2006 and fiscal year 2008 Senate Appropriations Committee reports. Since 2005, Embassy Nicosia has made it a priority to increase the frequency and breadth of consultations. The Ambassador, Deputy Chief of Mission, Public Affairs Officer, and USAID Representative have had numerous meetings with Government of Cyprus officials to discuss United States Government foreign assistance in Cyprus. Concerns expressed by Government of Cyprus officials at these meetings have been taken into account in our programs. For example, United States Government foreign assistance programs are highly sensitive to recognition, property issues, and contractor office locations, all of which have been raised as concerns by Government of Cyprus officials in our consultations. These are examples of productive results of our consultations with the Government of Cyprus.

Unfortunately, Government of Cyprus officials do not always accept consultation meetings sought by embassy officials and have indicated that they are not satisfied with the detailed information provided by USAID and its partners on the island. In fact, the Government of Cyprus has increasingly sought to exercise control over our projects directed at the Turkish Cypriot community. Acceding to such Government of Cyprus demands would effectively undo the basic premise of over 30 years of bicomunal programming in Cyprus and clearly would discourage Turkish Cypriots from participating in our programs, which would defeat the intent of the United States Government. To summarize, we seek and welcome consultations with the Government of Cyprus and other interested parties. However, the U.S. Government cannot allow any foreign government to control U.S. assistance programs, in accord with the instructions in the fiscal year 2008 Senate Appropriations Committee Report, which stated: "The committee understands that United States assistance does not go to the Government of Cyprus, but rather to private and nongovernmental organizations, and therefore the committee intends that with respect to the provision of such assistance, the organizations implementing such assistance and the specific nature of that assistance shall not be subject to the prior approval of any foreign government."

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR RICHARD G. LUGAR

*Question.* In your testimony you note: In 1980, there were approximately 4,000 direct hires in the USAID workforce; today there are 2,000, managing comparable amounts of programming dollars.

Please provide for the record the number of direct hires at each USAID bilateral mission as of July 24. Please note the number of personal service contracts working at these same missions. Finally, please provide the dollar value currently managed by each mission based on fiscal year 2007 dollars figures.

Answer. The attached table contains the information on the staffing levels for each country by the categories requested with the information verified for the end of September 2006. USAID is in the process of converting to a new comprehensive

personnel tracking system for each country by each employee type. The country disaggregated data will be available shortly. The dollars managed are for the fiscal year 2008 Congressional Budget Justification levels broken out by country, and include not only funds appropriated to USAID, but funds managed by USAID on behalf of MCC, PEPFAR, the State and Agriculture Departments, and other agencies of the U.S. Government.

## MISSIONS, FUNDING, FSOS AND PSCS AS OF 9/30/2006

[PSCs include all nondirect hire U.S. citizens]

Region/Organization unit	Total FY 08 CBI program funding	FSO	PSCs/other
Total	\$10,613,910	755.0	530.0
AFR Angola	25,786	4	0
AFR Benin	10,360	4	2
AFR Botswana (RCSA)	79,000	13	10
AFR Burkina Faso	4,675	0	0
AFR Burundi	27,977	0	0
AFR Cameroon	1,000	0	0
AFR Cape Verde	—	0	0
AFR Chad	5,200	0	0
AFR Comoros	—	0	0
AFR Cote d'Ivoire	96,000	0	0
AFR Democratic Republic of the Congo	71,088	7	7
AFR Djibouti	3,240	0	0
AFR Equatorial Guinea	—	0	0
AFR Ethiopia	443,346	16	8
AFR Gabon	—	0	0
AFR Gambia	—	0	0
AFR Ghana	38,994	15	9
AFR Guinea	13,969	5	7
AFR Guinea Bissau	600	0	0
AFR Kenya	489,124	9	12
AFR Kenya (REDSO-ESA)	24,320	17	19
AFR Lesotho	7,500	0	0
AFR Liberia	90,838	5	1
AFR Madagascar	32,213	5	5
AFR Malawi	59,277	10	6
AFR Mali	28,399	11	4
AFR Mauritania	6,520	0	0
AFR Mauritius	190	0	0
AFR Mozambique	271,180	13	7
AFR Namibia	92,775	5	4
AFR Niger	18,405	0	0
AFR Nigeria	509,770	16	8
AFR Rwanda	120,530	7	7
AFR Sao Tome	—	0	0
AFR Senegal	33,303	12	5
AFR Seychelles	—	0	0
AFR Sierra Leone	15,983	0	0
AFR Somalia	10,000	0	0
AFR South Africa	533,809	22	9
AFR Sudan	600,913	12	3
AFR Swaziland	7,500	0	0
AFR Tanzania	256,604	14	4
AFR Togo	120	0	0
AFR Uganda	312,138	13	16
AFR West African Regional Program (WARP)	40,100	5	15
AFR Zambia	315,409	10	5
AFR Zimbabwe	21,010	7	4
ANE Afghanistan	1,016,513	26	51
ANE Bangladesh	106,218	15	8
ANE Burma	4,630	0	0
ANE Cambodia	37,421	8	7
ANE China	9,290	0	0

## MISSIONS, FUNDING, FSOS AND PSCS AS OF 9/30/2006—Continued

[PSCs include all nondirect hire U.S. citizens]

Region/Organization unit	Total FY 08 CBJ program funding	FSO	PSCs/other
ANE East Timor	8,640	2	2
ANE Egypt	415,000	29	17
ANE India	71,005	17	8
ANE Indonesia	152,083	27	7
ANE Iraq	1,070,000	19	20
ANE Israel	—	0	—
ANE Jordan	284,751	16	6
ANE Laos	1,521	0	0
ANE Lebanon	40,688	1	0
ANE Mongolia	6,200	2	1
ANE Morocco	21,500	3	4
ANE Nepal	20,636	7	10
ANE Pakistan	440,418	11	2
ANE Philippines	66,106	16	6
ANE Regional Development Mission—Asia	20,400	15	16
ANE Sri Lanka	1,703	4	8
ANE Thailand	1,040	0	0
ANE Vietnam	93,400	0	0
ANE West Bank and Gaza	73,500	18	10
ANE Yemen	12,833	2	0
E&E Albania	15,865	4	8
E&E Armenia	34,965	6	8
E&E Azerbaijan	17,698	0	0
E&E Belarus	9,999	0	0
E&E Bosnia and Herzegovina	22,900	5	5
E&E Bulgaria	—	3	3
E&E Croatia	—	2	3
E&E Cyprus	11,000	1	0
E&E Georgia	50,381	13	10
E&E Hungary (RSC)	21,204	7	12
E&E Ireland	1,000	0	0
E&E Kazakhstan	14,397	21	14
E&E Kosovo	151,246	4	4
E&E Kyrgyzstan	23,790	0	0
E&E Macedonia	18,665	5	6
E&E Moldova	11,814	0	0
E&E Montenegro	7,572	0	0
E&E Poland	—	0	0
E&E Romania	—	5	3
E&E Russia	49,872	19	4
E&E Serbia	51,300	6	11
E&E Slovakia	—	0	0
E&E Tajikistan	26,880	0	0
E&E Turkey	850	0	0
E&E Turkmenistan	5,466	0	0
E&E Ukraine	70,430	20	4
E&E Uzbekistan	8,460	0	0
LAC Argentina	—	0	0
LAC Belize	200	0	0
LAC Bolivia	106,745	10	3
LAC Brazil	2,947	2	2
LAC Caribbean Regional Program	9,062	0	0
LAC Central America Regional Program	10,700	0	0
LAC Chile	—	0	0
LAC Colombia	506,468	10	9
LAC Costa Rica	—	0	0
LAC Cuba	45,700	0	0
LAC Dominican Republic	28,542	13	4
LAC Ecuador	19,988	4	5
LAC El Salvador	17,449	15	5
LAC Guatemala	43,826	11	4

## MISSIONS, FUNDING, FSOS AND PSCS AS OF 9/30/2006—Continued

[PSCs include all nondirect hire U.S. citizens]

Region/Organizational Unit	Total FY 08 CBI program funding	FSO	PSCs/other
LAC Guyana	23,393	1	3
LAC Haiti	203,196	15	7
LAC Honduras	35,149	10	6
LAC Jamaica	8,536	9	8
LAC Mexico	14,768	4	10
LAC Nicaragua	25,579	9	3
LAC Panama	976	2	0
LAC Paraguay	5,985	3	0
LAC Peru	89,786	21	6
LAC South America Regional	1,500	0	0
LAC Uruguay	—	0	0
LAC Venezuela	3,000	0	0
AFR Summary	4,719,164	257	177
ANE Summary	4,065,496	238	183
E&E Summary	625,755	121	95
LAC Summary	1,203,495	139	75

**Question.** As a follow-up to the question regarding the number of officers who are being pulled away from their current assignments to adjudicate passports, please provide the committee with a list of those currently serving in this temporary capacity and any that have been identified by: Foreign Service/Civil Service or Presidential Management Fellow, Grade of the Individual, Current Location (Main State/FSI/Overseas Post), Current/Onward Assignment, Date of Assignment to Passport Office, Which Office, Duration of their temporary assignment.

**Answer.** We have provided the information requested in the attached a spreadsheet listing the status, assignment, and grade of the officers assisting with passport adjudication along with the length of their respective passport assignments. Some of the WAE (When Actually Employed re-employed annuitants) personnel have open-ended assignments or are working intermittently in Washington. We have noted precise assignments when available. Those listed as "ELOs" are entry level officers who are doing passport adjudication full-time. The ELOs' onward post of assignment is listed, and in many, but not every case, their arrival at the post of assignment will be delayed by the length of their passport assignment. In Washington, 363 Department volunteers have self-scheduled for intermittent 4-hour adjudication shifts.

Furthermore, 271 other employees (including Civil Service, Foreign Service Specialists, WAEs, CA contractors, and Eligible Family Members currently employed by the Department) have been assigned full-time to customer service details in various agencies. These details range from 3 to 8 weeks. Additionally, 337 have voluntarily scheduled themselves for customer service work and another 324 for shifts on the Passport Phone Task Force. (Note that volunteers for the Customer Service and Passport Phone Task Force may overlap). These are primarily after duty hours and weekend hours.

Status	Office	Grade	Agency	Start	Weeks
Advanced Consular		FO-03	Washington	10-Jul	3
Advanced Consular		FS-01	New Orleans	9-Jul	4
Advanced Consular		FS-01	New Orleans	9-Jul	3
Advanced Consular		FS-03	New Orleans	10-Jul	3
Advanced Consular		FS-03	New Orleans	10-Jul	2
Advanced Consular		FS-03	New Orleans	10-Jul	3
Advanced Consular		FS-03	New Orleans	16-Jul	2
Advanced Consular		FS-03	New Orleans	10-Jul	4
Advanced Consular		FS-03	New Orleans	11-Jul	3
Advanced Consular		FS-03	New Orleans	10-Jul	3
Advanced Consular		FS-03	Washington	10-Jul	3
Advanced Consular		FS-03	Washington	10-Jul	3

Status	Office	Grade	Agency	Start	Weeks
Advanced Consular		FS-04	New Orleans	9-Jul	3
Advanced Consular		FS-04	New Orleans	10-Jul	3
Advanced Consular		FS-04	Portsmouth	11-Jul	3
Advanced Consular		GS-11	New Orleans	9-Jul	3
Advanced Consular		GS-11	New Orleans	9-Jul	3
Civil Service	AF/S	GS-08	Portsmouth	8-Jul	4
Civil Service	CA/FPP	GS-13	Philadelphia	27-Aug	2
Civil Service	CA/FPP	GS-14	Portsmouth	19-Aug	2
Civil Service	CA/PPT	GS-13	New Orleans	15-Jul	2
Civil Service	CA/VQ/LA	GS-13	Seattle	4-Aug	2
Civil Service	EB/ESC	GS-08	New Orleans	4-Aug	4
Civil Service	EB/IFD	FS-03	Los Angeles	6-Aug	4
Civil Service	EUR/AGS	FS-03	Portsmouth	26-Aug	1
Civil Service	IIP	FS-03	Los Angeles	4-Aug	4
Civil Service	IIP/AF	FP-04	Los Angeles	4-Aug	4
Civil Service	INR/GGI	GS-12	Chicago	3-Sep	4
Civil Service	NEA/SCA/EX	GS-09	Portsmouth	5-Aug	4
Civil Service	Nogales	GS-11	Portsmouth	8-Jul	4
Civil Service	PRM/MCE	GS-11	Portsmouth	4-Aug	4
Civil Service	RM/GFS	GS-09	Charleston	23-Jul	1
Civil Service	S	GS-11	Houston	5-Aug	6
Civil Service	S-EX-IRM	GS-13	New Orleans	16-Jul	2
Civil Service	Tijuana	GS-11	Portsmouth	5-Aug	4
Domestic	HR/REE	FE-MC	Washington	15-Aug	4
Domestic	HR/REE	FE-0C	Washington	23-Jul	4
Domestic Foreign Service	AF	FS-02	Portsmouth	8-Jul	4
Domestic Foreign Service	CA/CST	FS-01	New Orleans	4-Aug	4
Domestic Foreign Service	CA/FPP	FP-04	Washington	11-Jul	4
Domestic Foreign Service	EAP/MTS	FS-03	Washington	9-Jul	1
Domestic Foreign Service	EUR/SE	FP-04	Honolulu	27-Aug	1
Domestic Foreign Service	HR/REE	FE-MC	Washington	14-Jul, 21-Jul	1
Domestic Foreign Service	M	FO-02	New Orleans	14-Jul	2
Domestic Foreign Service	OBO	FS-02	Philadelphia	4-Aug	4
Domestic Foreign Service	OBO	FS-02	Portsmouth	5-Aug	4
Domestic Foreign Service	OES	FS-02	Portsmouth	4-Aug	4
Domestic Foreign Service	OES	FS-03	San Francisco	4-Aug	4
Domestic Foreign Service	OES/ENV	FO-02	New Orleans	4-Aug	4
Domestic Foreign Service	PD	FP-04	Boston	25-Jul	3
Domestic Foreign Service	PM/WRA	FS-02	Portsmouth	5-Aug	4
Domestic Foreign Service	PPT deployment	FP-05	Colorado	8-Jul	8
Domestic Foreign Service	S/ES	FE-MC	Washington	13-Aug	8
Domestic Foreign Service	S/ES-S	FS-03	Portsmouth	8-Jul	4
Domestic Foreign Service	S/ES-X	FS-02	Washington	6-Aug	4
Domestic Foreign Service	Training	FS-02	Chicago	12-Aug	2
Domestic Foreign Service	Training	FS-02	Houston	22-Jul	1
Domestic Foreign Service	Training	FS-03	New Orleans	4-Aug	4
Domestic Foreign Service	Training	FS-04	New York	29-Aug	1
Domestic Foreign Service	Training	FS-02	Seattle	16-Jul	1
ELO	Abu Dhabi	FP-04	New York	5-Aug	6
ELO	Abuja	FP-05	Washington	22-Aug	6
ELO	Accra	FP-04	New Orleans	9-Sep	8
ELO	Accra	FP-04	Washington	30-Jul	8
ELO	Addis Ababa	FP-05	New Orleans	3-Sep	8
ELO	Amsterdam	FP-04	Washington	13-Aug	8
ELO	Ankara	FP-04	Washington	13-Aug	8
ELO	Athens	FP-04	Portsmouth	29-Jul	4
ELO	Athens	FP-04	Washington	25-Jul	4
ELO	Bangkok	FP-04	New Orleans	30-Sep	7
ELO	Beijing	FP-05	Washington	13-Aug	7
ELO	Beirut	FP-05	Washington	6-Aug	7
ELO	Beirut	FS-03	Washington	15-Oct	8
ELO	Berlin	FP-04	Washington	20-Aug	4
ELO	Berlin	FP-05	Washington	13-Aug	7
ELO	Bogota	FP-04	Miami	30-Sep	7

Status	Office	Grade	Agency	Start	Weeks
ELO	Bogota	FP-04	Portsmouth	14-Oct	5
ELO	Bogota	FP-05	Washington	16-Jul	5
ELO	Bogota	FP-05	Washington	23-Jul	6
ELO	Bridgetown	FP-04	Washington	23-Jul	7
ELO	Bridgetown	FP-05	Houston	4-Sep	8
ELO	Bucharest	FP-04	Portsmouth	10-Sep	7
ELO	Bucharest	FP-04	Washington	20-Aug	7
ELO	Canberra	FP-04	Los Angeles	16-Sep	8
ELO	Canberra	FP-04	Seattle	14-Oct	8
ELO	Caracas	FP-04	Washington	23-Jul	5
ELO	Caracas	FP-05	Washington	2-Aug	5
ELO	Caracas	FS-03	Washington	20-Aug	8
ELO	Chengdu	FP-04	Washington	2-Aug	8
ELO	Chennai	FP-04	Washington	2-Aug	8
ELO	Ciudad Juarez	FP-04	Washington	16-Jul	8
ELO	Ciudad Juarez	FP-04	Washington	22-Aug	7
ELO	Ciudad Juarez	FP-04	Washington	20-Aug	7
ELO	Ciudad Juarez	FP-04	Washington	23-Jul	8
ELO	Ciudad Juarez	FP-04	Washington	10-Jul	7
ELO	Ciudad Juarez	FP-04	Houston	8-Oct	7
ELO	Ciudad Juarez	FP-05	Washington	20-Aug	7
ELO	Copenhagen	FP-04	Washington	13-Aug	6
ELO	Dakar	FP-04	Washington	10-Jul	7
ELO	Dakar	FP-04	Washington	30-Jul	8
ELO	Dar es Salaam	FP-04	Houston	3-Sep	8
ELO	Dhaka	FP-04	Washington	2-Aug	8
ELO	Dhaka	FP-04	Washington	4-Sep	4
ELO	Djibouti	FP-05	Washington	4-Sep	7
ELO	Djibouti	FP-06	Washington	6-Aug	7
ELO	Doha	FP-04	Los Angeles	5-Aug	4
ELO	EUR/RPM	FP-04	Washington	6-Aug	4
ELO	Geneva	FP-04	Washington	30-Jul	4
ELO	Georgetown	FP-05	Washington	22-Aug	7
ELO	Guangzhou	FP-05	Washington	16-Jul	7
ELO	Guatemala	FP-04	New Orleans	29-Jul	8
ELO	Guayaquil	FP-05	Washington	30-Jul	8
ELO	HCMC	FP-04	Washington	20-Aug	7
ELO	Hong Kong	FP-05	Washington	20-Aug	2
ELO	INR	FP-04	Washington	24-Sep	2
ELO	Iraq Desk	FP-05	New Orleans	22-Jul	6
ELO	Islamabad	FP-04	Washington	10-Jul	6
ELO	Islamabad	FP-04	Washington	30-Jul	6
ELO	Islamabad	FP-05	Washington	27-Aug	4
ELO	Islamabad	FP-05	Washington	13-Aug	8
ELO	Jakarta	FP-04	Washington	9-Aug	7
ELO	Jakarta	FP-04	Washington	13-Aug	1
ELO	Jakarta	FP-04	Washington	30-Jul	7
ELO	Jakarta	FP-04	Washington	13-Aug	0
ELO	Jerusalem	FP-04	Washington	2-Aug	7
ELO	Jerusalem	FP-04	Washington	2-Aug	7
ELO	Jerusalem	FP-05	Washington	17-Sep	8
ELO	Johannesburg	FP-04	Washington	26-Sep	8
ELO	Johannesburg	FP-05	Washington	13-Aug	7
ELO	Kampala	FP-04	Washington	4-Sep	7
ELO	Kampala	FP-04	Washington	4-Sep	5
ELO	Kampala	FP-04	Washington	13-Aug	5
ELO	Kampala	FP-05	Washington	22-Aug	2
ELO	Kathmandu	FP-05	Washington	16-Jul	8
ELO	Kathmandu	FP-05	Washington	24-Jul	7
ELO	Khartoum	FP-05	Washington	13-Aug	6
ELO	Kinshasa	FP-04	Washington	20-Aug	7
ELO	Kuala Lumpur	FP-04	Seattle	13-Aug	7
ELO	Kuwait	FP-04	Washington	24-Jul	7
ELO	Kyiv	FP-04	Washington	13-Aug	4



Statis	Office	Grade	Agency	Start	Weeks
ELO	Kyiv	FP-04	Washington	4-Sep	4
ELO	Kyiv	FP-04	Washington	30-Jul	7
ELO	Kyiv	FP-04	Washington	13-Aug	3
ELO	La Paz	FP-06	New Orleans	12-Aug	8
ELO	Lagos	FP-04	New York	22-Jul	9
ELO	Lagos	FP-04	Washington	4-Sep	9
ELO	Lagos	FP-05	Washington	16-Jul	8
ELO	Lagos	FP-06	New Orleans	5-Aug	8
ELO	Lima	FP-04	Washington	4-Sep	8
ELO	Lima	FP-04	Washington	18-Jul	7
ELO	Lima	FP-05	New Orleans	28-Jul	6
ELO	Lima	FP-05	Washington	11-Jul	6
ELO	London	FP-04	Washington	24-Sep	8
ELO	Madrid	FP-06	Washington	20-Aug	4
ELO	Managua	FP-04	Los Angeles	9-Sep	7
ELO	Managua	FP-04	Washington	3-Sep	7
ELO	Manama	FP-05	Washington	27-Aug	4
ELO	Maputo	FP-04	Washington	9-Oct	7
ELO	Mexico City	FP-04	New Orleans	16-Sep	8
ELO	Mexico City	FP-04	Washington	11-Jul	8
ELO	Mexico City	FP-04	Washington	13-Aug	7
ELO	Mexico City	FP-05	Washington	6-Aug	8
ELO	Mexico City	FP-06	Washington	20-Aug	8
ELO	Minsk	FP-06	Washington	30-Jul	7
ELO	Monrovia	FP-05	Washington	23-Jul	4
ELO	Monterrey	FP-05	Washington	2-Aug	7
ELO	Moscow	FP-05	Washington	11-Jul	8
ELO	Mumbai	FP-04	Washington	13-Aug	7
ELO	Mumbai	FP-04	Washington	13-Aug	7
ELO	Mumbai	FP-04	Washington	26-Jul	8
ELO	Mumbai	FP-05	San Francisco	16-Sep	5
ELO	Mumbai	FP-06	New Orleans	3-Sep	8
ELO	Nairobi	FP-04	Washington	17-Sep	8
ELO	Nairobi	FP-04	Washington	27-Aug	6
ELO	Nairobi	FP-05	Washington	6-Aug	8
ELO	NEA/I	FP-05	Washington	16-Jul	4
ELO	NEA/I	FP-06	Washington	4-Sep	1
ELO	New Delhi	FP-04	Washington	6-Aug	8
ELO	New Delhi	FP-04	Washington	20-Aug	8
ELO	New Delhi	FP-04	Washington	23-Jul	2
ELO	Nogales	FP-06	New Orleans	14-Oct	5
ELO	Nuevo Laredo	FP-04	Washington	21-Sep	5
ELO	Nuevo Laredo	FP-05	New Orleans	23-Jul	7
ELO	Onward Pending	FP-04	Washington	11-Jul	7
ELO	Ottawa	FP-04	Washington	6-Aug	9
ELO	Ottawa	FP-05	Washington	23-Jul	6
ELO	Panama	FP-04	Portsmouth	19-Aug	8
ELO	Panama	FP-05	Washington	16-Jul	8
ELO	Paris	FP-04	Washington	4-Sep	6
ELO	Port of Spain	FP-04	Washington	6-Aug	7
ELO	Port of Spain	FP-04	Washington	2-Oct	8
ELO	Quito	FP-05	Los Angeles	3-Sep	8
ELO	Riga	FP-04	Washington	2-Aug	8
ELO	Rio de Janiero	FP-04	Washington	16-Jul	4
ELO	Rio de Janiero	FP-05	Washington	16-Jul	6
ELO	Riyadh	FP-04	Washington	11-Jul	6
ELO	Riyadh	FP-04	Washington	1-Sep	6
ELO	Riyadh	FP-05	Washington	2-Aug	4
ELO	Riyadh	FP-05	Washington	30-Jul	4
ELO	Riyadh	FP-05	Washington	30-Jul	3
ELO	S/CRS	FP-04	Washington	10-Sep	4
ELO	San Jose	FP-04	San Francisco	4-Sep	8
ELO	San Jose	FP-04	Washington	4-Sep	8
ELO	San Salvador	FP-04	Los Angeles	26-Aug	8

Status	Office	Grade	Agency	Start	Weeks
ELO	San Salvador	FP-05	Washington	2-Aug	8
ELO	Sanaa	FP-04	New Orleans	22-Sep	5
ELO	Santo Domingo	FP-04	Miami	16-Sep	3
ELO	Santo Domingo	FP-04	Portsmouth	19-Aug	8
ELO	Santo Domingo	FP-05	Washington	16-Jul	8
ELO	Santo Domingo	FP-05	Washington	16-Jul	6
ELO	Sao Paulo	FP-04	Los Angeles	16-Jul	7
ELO	Sao Paulo	FP-04	Washington	16-Jul	7
ELO	Sao Paulo	FP-04	Washington	16-Jul	6
ELO	Sao Paulo	FP-04	Washington	16-Jul	6
ELO	Sarajevo	FP-04	Portsmouth	29-Jul	7
ELO	Seoul	FP-05	San Francisco	2-Sep	8
ELO	Seoul	FP-05	Washington	2-Aug	8
ELO	Singapore	FP-05	San Francisco	19-Aug	8
ELO	Sofia	FP-04	Washington	13-Aug	8
ELO	Surabaya	FP-04	Washington	23-Jul	3
ELO	Sydney	FP-04	Washington	23-Oct	4
ELO	Sydney	FP-04	Washington	24-Sep	3
ELO	Taipei	FP-04	Los Angeles	13-Aug	8
ELO	Tallinn	FP-04	Washington	30-Jul	8
ELO	Tegucigalpa	FP-04	Washington	16-Jul	3
ELO	Tegucigalpa	FP-04	Washington	16-Jul	7
ELO	Tel Aviv	FP-04	Washington	13-Aug	6
ELO	Tijuana	FP-04	San Francisco	22-Aug	7
ELO	Training	FP-06	San Francisco	16-Sep	5
ELO	Training	FP-06	Washington	13-Aug	5
ELO	Vancouver	FP-04	Washington	17-Sep	2
ELO	Vatican	FP-04	Washington	27-Aug	7
ELO	Vatican	FP-04	Washington	13-Aug	7
ELO	Vienna	FP-05	Washington	20-Aug	3
ELO	Sao Paulo	FP-04	San Francisco	12-Aug	8
Overseas Foreign Service	(End of tour) Kabul	FS-02	Houston	5-Aug	4
Overseas Foreign Service	(End of tour) Kabul	FS-04	Los Angeles	4-Aug	4
Overseas Foreign Service	Abidjan	FP-5	New Orleans	10-Aug	3
Overseas Foreign Service	Abidjan	FS-03	Washington	19-Jul	—
Overseas Foreign Service	Accra	FP-03	Portsmouth	5-Aug	4
Overseas Foreign Service	Amsterdam	FS-01	Portsmouth	4-Aug	4
Overseas Foreign Service	Amsterdam	FS-04	Portsmouth	22-Jul	4
Overseas Foreign Service	Antananarivo	FS-04	Washington	8-Jul	4
Overseas Foreign Service	APP Toulouse	FS-03	Portsmouth	13-Aug	3
Overseas Foreign Service	Athens	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Azerbaijan	FP-04	Portsmouth	16-Sep	3
Overseas Foreign Service	Beijing	FP-04	Los Angeles	16-Aug	3
Overseas Foreign Service	Berlin	FE-MC	New Orleans	4-Aug	4
Overseas Foreign Service	Buenos Aires	FS-04	San Francisco	23-Sep	6
Overseas Foreign Service	Cairo	FP-05	Washington	24-Aug	6
Overseas Foreign Service	Ciudad Juarez	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Ciudad Juarez	FP-04	Portsmouth	8-Jul	4
Overseas Foreign Service	Dar es Salaam	FS-02	Boston	17-Jul	1
Overseas Foreign Service	Frankfurt	FE-0C	New Orleans	12-Aug	4
Overseas Foreign Service	Frankfurt	FS-03	Portsmouth	8-Jul	4
Overseas Foreign Service	Geneva	FP-05	Seattle	4-Aug	4
Overseas Foreign Service	Guadalajara	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Guadalajara	FP-05	Portsmouth	9-Jul	3
Overseas Foreign Service	Guangzhou	FP-04	Chicago	6-Jul	1
Overseas Foreign Service	Guatemala	FP-05	Portsmouth	5-Aug	3
Overseas Foreign Service	Guatemala	FP-05	Portsmouth	5-Aug	4
Overseas Foreign Service	Guayaquil	FP-04	Portsmouth	4-Aug	4
Overseas Foreign Service	Hanoi	FA-MC	Portsmouth	13-Aug	6
Overseas Foreign Service	Harare	FS-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Hermosillo	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Hermosillo	FP-04	Portsmouth	8-Jul	4
Overseas Foreign Service	Ho Chi Minh City	FP-03	Washington	5-Aug	4
Overseas Foreign Service	Ho Chi Minh City	FS-02	Chicago	17-Sep	3

Status	Office	Grade	Agency	Start	Weeks
Overseas Foreign Service	Ho Chi Minh City	FS-03	Washington	23-Jul; 6A	3
Overseas Foreign Service	Home Leave	FP-03	Washington	12-Jul	4
Overseas Foreign Service	Home Leave	FP-04	Los Angeles	2-Jul	2
Overseas Foreign Service	Hong Kong	FP-04	Philadelphia	4-Aug	4
Overseas Foreign Service	Jakarta	FP-04	Washington	5-Aug	4
Overseas Foreign Service	Jakarta (R&R)	FS-02	Seattle	4-Aug	4
Overseas Foreign Service	Johannesburg	FP-04	Washington	13-Jul	3
Overseas Foreign Service	Kinshasa	FO-03	New Orleans	26-Aug	4
Overseas Foreign Service	Kinshasa	FS-03	Washington	19-Jul	4
Overseas Foreign Service	Kuwait	FP-01	Washington	30-Jul	2
Overseas Foreign Service	Kyiv	FS-04	Chicago	16-Aug	4
Overseas Foreign Service	La Paz	FS-03	Washington	26-Jul	2
Overseas Foreign Service	London	FP-05	Washington	26-Jul	2
Overseas Foreign Service	Manila	FP-04	Portsmouth	4-Aug	4
Overseas Foreign Service	Melbourne	FS-02	Washington	16-Jul	4
Overseas Foreign Service	Melbourne	FS-02	Washington	2-Jul	1
Overseas Foreign Service	Mexico City	FP-04	Portsmouth	16-Jul	3
Overseas Foreign Service	Mexico City	FP-05	Portsmouth	4-Aug	4
Overseas Foreign Service	Monterrey	FP-02	Portsmouth	8-Jul	4
Overseas Foreign Service	Monterrey	FP-04	Portsmouth	31-Jul	2
Overseas Foreign Service	Moscow	FP-04	Portsmouth	8-Jul	4
Overseas Foreign Service	Munich	FP-04	Houston	5-Aug	4
Overseas Foreign Service	Nairobi	FP-04	Washington	28-Jul	4
Overseas Foreign Service	Nassau	FS-02	Washington	5-Aug	1
Overseas Foreign Service	New Delhi	FS-01	Philadelphia	4-Aug	4
Overseas Foreign Service	Nogales	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Panama	FP-04	Washington	21-Jul	4
Overseas Foreign Service	Paris	FE-MC	Colorado	6-Aug	8
Overseas Foreign Service	RCO Frankfurt	FS-01	Portsmouth	2-Jul	3
Overseas Foreign Service	RCO Frankfurt	FS-02	Portsmouth	13-Aug	3
Overseas Foreign Service	RCO Johannesburg	FS-03	Chicago	11-Jul	4
Overseas Foreign Service	Seoul (R&R)	FP-04	Seattle	20-Aug	4
Overseas Foreign Service	Singapore	FS-02	Portsmouth	5-Aug	4
Overseas Foreign Service	Singapore	FS-04	San Francisco	6-Aug	4
Overseas Foreign Service	Skopje	FS-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Surabaya	FP-03	Washington	9-Aug	4
Overseas Foreign Service	Taipei (R&R)	FP-02	Miami	23-Jul	1
Overseas Foreign Service	Tegucigalpa	FP-07	Portsmouth	8-Jul	4
Overseas Foreign Service	Tel Aviv	FP-04	Washington	30-Jul	4
Overseas Foreign Service	Tijuana	FS-02	Seattle	30-Jul	4
Overseas Foreign Service	Tokyo	FP-04	Portsmouth	5-Aug	4
Overseas Foreign Service	Tokyo	FP-04	Washington	3-Jul	4
Overseas Foreign Service	Tunis	FP-09	Portsmouth	8-Jul	4
Overseas Foreign Service	Vienna	FS-02	Portsmouth	8-Jul	4
Overseas Foreign Service	Warsaw	FP-04	Washington	26-Aug	1
Overseas Foreign Service	Warsaw	FP-07	Portsmouth	4-Aug	3
Overseas Foreign Service	Warsaw	FS-04	Portsmouth	4-Aug	4
Overseas Foreign Service	Yaounde	FS-04	Portsmouth	8-Jul	4
Overseas Foreign Service	Yerevan	FS-02	Washington	10-Aug	4
PMF/CEP	A	GS-09	Portsmouth	12-Aug	5
PMF/CEP	A/EX/HRD	GS-09	New Orleans	15-Jul	8
PMF/CEP	A/EX/HRD	GS-09	Washington	23-Jul	8
PMF/CEP	EX/PTS	GS-09	Washington	16-Jul	2
PMF/CEP	A/SS/IPS	GS-12	Portsmouth	16-Jul	7
PMF/CEP	AC	GS-11	Portsmouth	13-Aug	7
PMF/CEP	AF	GS-11	Washington	23-Jul	7
PMF/CEP	AF/E	GS-09	Washington	22-Jul	8
PMF/CEP	AF/E	GS-12	Washington	16-Jul	8
PMF/CEP	AF/SPG	GS-09	New Orleans	16-Sep	8
PMF/CEP	AF/SPG	GS-11	Washington	23-Jul	8
PMF/CEP	AF/W	GS-12	Washington	23-Jul	7
PMF/CEP	CA/OCS	GS-12	Los Angeles	30-Jul	7
PMF/CEP	CA/O/LA	GS-12	Portsmouth	16-Jul	7
PMF/CEP	Colombo	GS-09	Seattle	6-Aug	7

Status	Office	Grade	Agency	Start	Weeks
PMF/CEP	DRL	GS-07	Washington	30-Jul	7
PMF/CEP	DRL	GS-12	Portsmouth	27-Aug	2
PMF/CEP	DRL	GS-12	Washington	16-Sep	2
PMF/CEP	DRL/AE	GS-12	Portsmouth	30-Jul	3
PMF/CEP	DRL/AW	GS-12	Portsmouth	22-Jul	8
PMF/CEP	DR/INF	GS-12	New Orleans	16-Jul	8
PMF/CEP	DRL/MLGA	?	Washington	30-Jul	8
PMF/CEP	DRL/MLGA	GS-11	Portsmouth	15-Jul	5
PMF/CEP	DRL/MLGA	GS-11	Portsmouth	7-Aug	7
PMF/CEP	DRL/NESCA	GS-07	San Francisco	19-Aug	7
PMF/CEP	DRL/NESCA	GS-09	Chicago	30-Jul	7
PMF/CEP	DRL/NESCA	GS-09	New Orleans	29-Jul	8
PMF/CEP	DRL/P	GS-11	Portsmouth	22-Jul	8
PMF/CEP	DRL/P	GS-11	Portsmouth	22-Jul	8
PMF/CEP	DRL/SCA	GS-09	New Orleans	15-Jul	8
PMF/CEP	DS/IP/OPO	GS-11	Portsmouth	16-Jul	8
PMF/CEP	DS/MGT/HRM	GS-09	Los Angeles	15-Jul	7
PMF/CEP	DS/MGT/HRM	GS-09	Washington	24-Jul	7
PMF/CEP	DS/MGT/HRM	GS-09	Washington	23-Jul	7
PMF/CEP	DS/T/TPS	GS-11	Washington	30-Jul	7
PMF/CEP	EAP	GS-11	Portsmouth	30-Sep	5
PMF/CEP	EAP	GS-11	Washington	4-Sep	5
PMF/CEP	EAP	GS-11	Washington	10-Sep	3
PMF/CEP	EAP/CM	GS-11	Boston	16-Jul	7
PMF/CEP	EAP/CM	GS-11	San Francisco	16-Jul	7
PMF/CEP	EAP/EP	GS-09	Portsmouth	9-Sep	8
PMF/CEP	EAP/EX	GS-07	New Orleans	22-Jul	8
PMF/CEP	EAP/FO	GS-09	Portsmouth	15-Jul	8
PMF/CEP	EAP/K	GS-09	Washington	23-Jul	8
PMF/CEP	EAP/K	GS-11	Washington	30-Jul	8
PMF/CEP	EAP/K	GS-12	Washington	30-Jul	7
PMF/CEP	EAP/P, EAP/AWP	GS-09	New Orleans	16-Jul	7
PMF/CEP	EAP/RSP	GS-09	Washington	12-Aug	7
PMF/CEP	EB	GS-11	Portsmouth	14-Aug	4
PMF/CEP	ECA	GS-11	Washington	21-Aug	4
PMF/CEP	ECA/A/E	GS-11	New Orleans	22-Jul	7
PMF/CEP	ECA/PCE	GS-09	Washington	23-Jul	7
PMF/CEP	ECA-IP/EX/BF	GS-11	New Orleans	15-Jul	8
PMF/CEP	ECA-IP/EX/BF	GS-11	Washington	16-Jul	8
PMF/CEP	EEB	GS-09	New Orleans	15-Jul	2
PMF/CEP	EEB	GS-09	Washington	22-Sep	2
PMF/CEP	EEB	GS-11	New Orleans	15-Jul	8
PMF/CEP	EEB/PL	GS-11	New Orleans	15-Jul	8
PMF/CEP	EEB/TPP	GS-09	New Orleans	15-Aug	6
PMF/CEP	EEB/TPP/MTA	GS-09	New Orleans	2-Aug	7
PMF/CEP	EUR/ACE	GS-12	New Orleans	22-Jul	8
PMF/CEP	EUR/NB	GS-09	Portsmouth	16-Jul	3
PMF/CEP	EUR/NB	GS-09	Washington	13-Aug	3
PMF/CEP	EUR/PPD	GS-12	Los Angeles	30-Jul	7
PMF/CEP	EUR/PRA	GS-09	Portsmouth	14-Jul	8
PMF/CEP	EUR/RPM	GS-12	Washington	23-Jul	8
PMF/CEP	EUR/RUS	GS-11	New Orleans	9-Aug	7
PMF/CEP	EUR/SCE	GS-12	Portsmouth	22-Jul	8
PMF/CEP	F	GS-11	Portsmouth	16-Jul	7
PMF/CEP	F	GS-11	Washington	16-Jul	7
PMF/CEP	G/TIP	GS-11	Houston	22-Jul	8
PMF/CEP	G/TIP	GS-11	New Orleans	22-Jul	5
PMF/CEP	G/TIP	GS-11	Washington	23-Jul	5
PMF/CEP	H	GS-07	San Francisco	23-Jul	9
PMF/CEP	IV/EX	GS-12	Portsmouth	17-Sep	7
PMF/CEP	HR/CSP	GS-09	Portsmouth	15-Jul	8
PMF/CEP	HR/ER	GS-07	New Orleans	15-Jul	8
PMF/CEP	HR/ER	GS-09	Portsmouth	15-Jul	8
PMF/CEP	HR/ER	GS-09	Washington	23-Jul	8

Status	Office	Grade	Agency	Start	Weeks
PMF/CEP	HR/REE	FP-04	Washington	27-Aug	7
PMF/CEP	HR/REE	GS-07	Portsmouth	20-Aug	5
PMF/CEP	HR/REE	GS-12	San Francisco	22-Jul	5
PMF/CEP	HR/REE/REG	GS-07	Washington	23-Jul	3
PMF/CEP	HR/RMA	GS-12	New Orleans	30-Jul	7
PMF/CEP	IIP/NEA-SCA	GS-09	Washington	13-Aug	7
PMF/CEP	IIP/P	GS-09	Washington	16-Jul	8
PMF/CEP	INL	GS-11	New Orleans	9-Sep	2
PMF/CEP	INL	GS-11	Washington	9-Sep	2
PMF/CEP	INL	GS-12	Portsmouth	14-Aug	5
PMF/CEP	INL/AAE	GS-12	Washington	23-Jul	5
PMF/CEP	IN/LAP	GS-09	Portsmouth	22-Jul	8
PMF/CEP	IN/LAP	GS-09	Washington	13-Aug	8
PMF/CEP	IN/LAP	GS-11	New Orleans	16-Jul	7
PMF/CEP	INL/CIV	GS-09	Portsmouth	6-Aug	8
PMF/CEP	IN/I	GS-09	Washington	29-Oct	8
PMF/CEP	INL/LP	GS-11	Washington	30-Jul	8
PMF/CEP	INL/LP	GS-11	Washington	6-Aug	9
PMF/CEP	INL/LP	GS-12	Portsmouth	23-Jul	2
PMF/CEP	INR	GS-12	Washington	26-Jul	2
PMF/CEP	INR/INC	GS-12	Portsmouth	22-Jul	8
PMF/CEP	INR/IRE	GS-12	San Francisco	29-Jul	8
PMF/CEP	INR/NESA	GS-11	Washington	16-Jul	8
PMF/CEP	INR/R/EUR	GS-11	Portsmouth	22-Jul	8
PMF/CEP	INR/R/EUR	GS-12	Washington	23-Jul	8
PMF/CEP	INR/TNC	GS-09	Washington	23-Jul	7
PMF/CEP	IO/MPR	GS-12	San Francisco	4-Aug	7
PMF/CEP	IO/OIC	GS-11	New Orleans	22-Jul	8
PMF/CEP	IO/PSC	GS-09	New Orleans	16-Jul	7
PMF/CEP	IO/RHS	GS-12	New Orleans	16-Jul	7
PMF/CEP	IO/UNP	GS-11	Portsmouth	16-Jul	8
PMF/CEP	IRM/OPS/MSO	GS-05	New Orleans	15-Jul	8
PMF/CEP	ISN	GS-11	Washington	11-Sep	8
PMF/CEP	ISN	GS-12	Portsmouth	18-Sep	2
PMF/CEP	ISN/CATR	GS-11	Washington	16-Jul	2
PMF/CEP	ISN/CPI	GS-12	Portsmouth	30-Jul	7
PMF/CEP	ISN/CTR	GS-12	Portsmouth	23-Jul	6
PMF/CEP	ISN/RA	GS-09	Portsmouth	15-Jul	8
PMF/CEP	ISN/RA	GS-09	Portsmouth	16-Jul	7
PMF/CEP	ISN/RA	GS-11	Portsmouth	23-Jul	5
PMF/CEP	ISN/RA	GS-12	Washington	23-Jul	5
PMF/CEP	ISN/WMDT	GS-09	Portsmouth	22-Jul	8
PMF/CEP	ISN/WMDT	GS-11	Washington	6-Aug	8
PMF/CEP	ISN/WMDT	GS-12	New York	30-Jul	7
PMF/CEP	L	GS-07	Washington	4-Sep	7
PMF/CEP	L	GS-11	New Orleans	29-Jul	8
PMF/CEP	L/AN, L/T	GS-07	New Orleans	15-Jul	8
PMF/CEP	L/CA, L/EMP	GS-11	Portsmouth	6-Aug	8
PMF/CEP	L/CA, L/WHA	GS-07	New Orleans	15-Jul	8
PMF/CEP	L/DL	GS-09	New Orleans	15-Jul	8
PMF/CEP	L/HRR	GS-07	New Orleans	16-Jul	7
PMF/CEP	L/HRR, L/LEI	GS-07	New Orleans	15-Jul	8
PMF/CEP	L/LFA, L/PM	GS-07	Washington	23-Jul	8
PMF/CEP	L/NPV	GS-07	New Orleans	15-Jul	8
PMF/CEP	L/WHA	GS-07	New Orleans	30-Jul	4
PMF/CEP	M/P	GS-09	New Orleans	16-Jul	7
PMF/CEP	NEA	GS-09	Portsmouth	4-Sep	4
PMF/CEP	NEA/ELA	GS-09	Washington	16-Jul	4
PMF/CEP	NEA/I	GS-11	Portsmouth	16-Jul	7
PMF/CEP	NEA/I	GS-12	Washington	16-Jul	7
PMF/CEP	NEA/IPA	GS-09	Portsmouth	22-Jul	2
PMF/CEP	NEA/PI	GS-12	Washington	8-Oct	2
PMF/CEP	NEA/PI	GS-12	Washington	21-Jul	6
PMF/CEP	NEA/RA	GS-09	New York	22-Jul	8

Status	Office	Grade	Agency	Start	Weeks
PMF/CEP	OBO/HR	GS-05	New Orleans	15-Jul	8
PMF/CEP	OBO/PE/MEB	GS-11	New York	26-Aug	8
PMF/CEP	OES	GS-07	Portsmouth	15-Jul	8
PMF/CEP	OES	GS-07	Portsmouth	15-Jul	8
PMF/CEP	OES	GS-07	Washington	16-Jul	8
PMF/CEP	OES	GS-11	Portsmouth	23-Sep	4
PMF/CEP	OES/EGC	GS-09	New Orleans	16-Jul	7
PMF/CEP	OES/EGC	GS-09	New Orleans	22-Jul	8
PMF/CEP	OES/ENV	GS-09	New Orleans	6-Aug	8
PMF/CEP	OES/ETC	GS-11	Washington	30-Jul	8
PMF/CEP	OES/IHB	GS-09	New Orleans	22-Jul	8
PMF/CEP	OES/STC	GS-07	Washington	16-Jul	8
PMF/CEP	OES/STC	GS-11	Washington	16-Jul	8
PMF/CEP	PA	GS-11	Washington	20-Aug	7
PMF/CEP	PA/FO	GS-09	New Orleans	15-Jul	8
PMF/CEP	PA/RMO	GS-11	Portsmouth	16-Jul	5
PMF/CEP	PA/RMO	GS-12	Portsmouth	25-Jul	8
PMF/CEP	PIU/RSAT	GS-11	Washington	16-Jul	8
PMF/CEP	PM/OTC	GS-09	New Orleans	16-Jul	7
PMF/CEP	PM/PPA	GS-12	Portsmouth	22-Jul	8
PMF/CEP	PM/RSAT	GS-09	Portsmouth	7-Aug	7
PMF/CEP	PM/RSAT	GS-11	Washington	23-Jul	7
PMF/CEP	PM/WRA	GS-09	New Orleans	22-Jul	8
PMF/CEP	PRF/AFR	GS-11	Washington	30-Jul	8
PMF/CEP	PRM	GS-09	New Orleans	29-Jul	8
PMF/CEP	PRM/ANE	GS-11	Portsmouth	20-Aug	8
PMF/CEP	PRM/MCE	GS-12	Portsmouth	30-Jul	7
PMF/CEP	PRM/PRP	GS-11	New Orleans	22-Jul	5
PMF/CEP	PRM/PRP	GS-11	New Orleans	15-Jul	8
PMF/CEP	PRM/PRP	GS-12	New Orleans	20-Aug	8
PMF/CEP	RM/BP	GS-09	New Orleans	16-Jul	7
PMF/CEP	RM/BP	GS-09	Portsmouth	15-Jul	8
PMF/CEP	RM/BP	GS-09	Washington	10-Sep	8
PMF/CEP	S	GS-12	Portsmouth	10-Sep	3
PMF/CEP	S	GS-12	Washington	13-Aug	3
PMF/CEP	S/CRS	GS-11	Portsmouth	13-Aug	4
PMF/CEP	S/CRS	GS-11	Washington	10-Sep	4
PMF/CEP	S/CRS	GS-11	Washington	30-Jul	2
PMF/CEP	S/CT	GS-12	Washington	30-Jul	2
PMF/CEP	S/ES-S	GS-07	San Francisco	23-Jul	8
PMF/CEP	S/GAC	GS-12	Portsmouth	23-Jul	4
PMF/CEP	S/GAC	GS-12	Washington	23-Jul	4
PMF/CEP	S/I	GS-12	Portsmouth	16-Jul	7
PMF/CEP	S/OCR	GS-09	Portsmouth	6-Aug	6
PMF/CEP	S/OCR	GS-09	Washington	30-Jul	6
PMF/CEP	S/WCI	GS-09	New Orleans	16-Jul	7
PMF/CEP	S/WCI	GS-09	New Orleans	22-Jul	8
PMF/CEP	SCA	GS-09	Chicago	23-Jul	7
PMF/CEP	SCA	GS-11	New Orleans	21-Aug	6
PMF/CEP	SCA/A	GS-12	Washington	7-Sep	6
PMF/CEP	SCA/A	GS-12	Washington	16-Jul	4
PMF/CEP	SCA/CEM	GS-09	Washington	23-Jul	4
PMF/CEP	SCA/INS	GS-09	Portsmouth	22-Jul	8
PMF/CEP	SCA/PPD	GS-09	New Orleans	16-Jul	7
PMF/CEP	SCA/RAO	GS-11	New Orleans	22-Jul	2
PMF/CEP	USAID/GC	GS-09	New York	30-Jul	7
PMF/CEP	VCI/CCA	GS-07	New Orleans	15-Jul	8
PMF/CEP	VCI/FO	GS-09	Portsmouth	30-Jul	7
PMF/CEP	WHA/AND	GS-09	New York	15-Jul	8
PMF/CEP	WHA/CAR	GS-11	Washington	6-Aug	8
PMF/CEP	WHA/CCA	GS-09	New Orleans	15-Jul	8
PMF/CEP	WHA/CEN	GS-11	New Orleans	22-Jul	8
PMF/CEP	WHA/CEN	GS-12	New Orleans	6-Aug	8
PMF/CEP	WHA/EX	GS-07	Portsmouth	16-Jul	7

Status	Office	Grade	Agency	Start	Weeks
PMF/CEP	WHA/PDA	GS-09	New Orleans	22-Jul	8
PMF/CEP	WHA/USOA	GS-12	Washington	23-Jul	8
PMF/CEP	WHA/USOAS	GS-11	Portsmouth	23-Jul	2
R&R		FS-03	Washington	20-Aug	2
WAE	CA	GS-13	Houston	5-Aug	6
WAE	CA	GS-13	Houston	15-Aug	4
WAE	CA	GS-13	Houston	5-Aug	6
WAE	CA	GS-13	Houston	5-Aug	4
WAE	CA	GS-13	Houston	5-Aug	6
WAE	CA	GS-13	Houston	19-Aug	6
WAE	CA	GS-13	Portsmouth	8-Jul; 8-Aug	6
WAE	CA	GS-13	Portsmouth	8-Jul	8
WAE	CA	GS-13	Portsmouth	8-Jul	4
WAE	CA	GS-13	Portsmouth	5-Aug	4
WAE	CA	GS-13	Portsmouth	8-Jul	4
WAE	CA	GS-13	Portsmouth	7/16/2007	2
WAE	CA	GS-13	Portsmouth	8-Jul	4
WAE	CA	GS-13	Portsmouth	5-Aug	4
WAE	CA	GS-13	Portsmouth	5-Aug	4
WAE	CA	GS-13	Portsmouth	5-Aug	4
WAE	CA	GS-13	Seattle	18-Sep	4
WAE	CA	GS-13	Seattle	22-Jul	*
WAE	CA/FO	GS-14	Portsmouth	28-Jul	2
WAE	DS	GS-13	Portsmouth	15-Jul	7
WAE	DS	GS-13	Washington	7/25/2007	*
WAE	INL	GS-13	Washington	26-Jul	*
WAE	NEA	GS-13	San Francisco	7/23/2007	*
WAE	NEA	GS-13	San Francisco	26-Aug	9
WAE	NEA	GS-13	Washington	23-Jul	9
WAE	NEA	GS-13	Washington	17-Jul	4
WAE	OIG	GS-14	San Francisco	12-Jul	2
WAE	WHA	GS-13	Washington	30-Jul	3
WAE	WHA	GS-13	Washington	23-Jul	2

\* Indefinite.

**Question.** The so-called "F process" through which the Secretary intends to provide strategic direction and priorities for our multiple foreign aid programs has been met by considerable resistance. The loudest complaints have centered on the lack of transparency of the process but the unspoken complaint is that a number of actors—certain bureaucrats, congressional earmarkers, NGOs, and others—have lost some of their say over how individual pots of money will be spent. What can or should be done to overcome such resistance?

**Answer.** The past year's budget process focused on looking at the full picture of funding and programs going into a particular country or region. This brought additional understanding to a wider group of actors about what the U.S. Government is trying to accomplish in a particular country or region and the interests and resources each were contributing. However, this also brought a new set of challenges. Many programs have supporters—some with vested interests—whether they be in the field, within the Department of State or USAID, in Congress, or in the NGO community. Within a constrained budget environment there is never sufficient funding for all programs that everyone would like to do in a country or might be nice to do in a country, nor is there enough funding to continue all projects in the same levels in all countries. Real, strategic choices have to be made.

One of the goals of establishing the Director of U.S. Foreign Assistance and the reform process is to make it clear what we seek to accomplish in a country using foreign assistance, not just to identify worthwhile programs to fund. By establishing these strategic goals, we can then identify which programs, out of a myriad of worthwhile programs, are most likely to accomplish our foreign assistance goals. I would therefore argue that it is better for the U.S. Government and other stakeholders and partners to understand the full picture of what the U.S. Government is achieving in a country rather than only focusing on their own programs; often not realizing how they are impacting other sectors and the overall objectives. It is beneficial to make the tough decisions to ensure that our foreign assistance funding is coordinated, coherent, and used to the maximum impact. I believe that with the

intensive consultations that I have embarked on, and will continue to do, we will be able to move forward taking all of this into consideration.

*Question.* As you may know, there are many of us who believe that decisions on foreign assistance fall within the realm of foreign policy and should be made by the Secretary of State. Do you intend to include section 1206 funding, train-and-equip security assistance from DoD, in the "F process" deliberations?

*Answer.* Pursuant to section 1206 of the National Defense Authorization Act, the President is authorized to direct the Departments of Defense and State to jointly develop programs to build the capacity of foreign military forces to be funded from Department of Defense appropriations in an amount up to \$300 million in this fiscal year. This authority has proved effective in addressing rapidly evolving security situations.

Senator, this is a new authority and we are still working with the Department of Defense (DoD) on the best way to coordinate and plan. Our understanding of Congressional intent of the section 1206 authority is that it is to provide supplementary urgent funds (outside of the normal budget cycle) and not replace normal programming. Therefore, it is a challenge to incorporate the section 1206 authority in the planning stages of the budget preparation, but we must be including it in our thinking the 1206 authority as a possibility in emerging situations. The authority requires that all funding proposals be jointly developed by DoD and the State Department. Staff in the Office of the Director of U.S. Foreign Assistance are involved in this joint development process along with the other key stakeholder bureaus in the Department. This joint development process ensures that the Secretary's foreign policy views are incorporated into the decision process.

*Question.* We should expect to see some shifting of funding as countries develop and can begin to take responsibility for pockets of extreme poverty that may still exist despite economic progress. U.S. foreign assistance cannot be seen by recipient countries or those working in them as an entitlement and it would be good to see more not fewer graduates. How do you judge when a country is ready to "graduate" from U.S. assistance? As funding has increased to the Middle East and northern Africa, for example, some funding to countries in Latin America (Bolivia, Ecuador, and Peru) and Europe and Eurasia has decreased. Is this a function of a finite budget or has a conclusion been reached that the countries with aid cuts in these regions are graduating from U.S. foreign assistance?

*Answer.* We closely monitor the composition and type of U.S. assistance provided to ensure it is carefully matched to a country's needs and our shared interests. "Graduation" should be viewed in the context of becoming, to use the terminology in the Foreign Assistance Framework, a Sustaining Partner country. For example, Slovenia is a "Sustaining Partner" country where U.S. assistance is provided to support NATO interoperability and to help position Slovenia to participate in international peacekeeping missions. But, since Slovenia performs well against the economic and democratic measures we monitor, it does not need and does not receive substantial foreign assistance. South Africa is another example. Despite 28 successive quarters of economic growth and well-developed financial, legal and transport systems, South Africa has been unable to realize fully its capacity, due largely to a range of social issues (most prominently, high rates of HIV/AIDS). Our assistance to this sustaining partner is therefore targeted to that specific obstacle to success, with the largest proportion of U.S. funds directed to combat HIV/AIDS and tuberculosis.

In Europe and Eurasia, development assistance is provided under the Support for Eastern European Democracy (SEED) Act and FREEDOM Support Act (FSA), which address the transition goals of helping post-Communist states become stable, market-oriented democracies. While some of the decline in development assistance funding for Europe and Eurasia can be attributed to critical needs in other regions of the world, more notably, we are also able to lower SEED and FSA assistance to the region due to the success of sustained efforts since 1989. Eleven SEED countries have graduated from dependence on development assistance, and now only receive security assistance (Foreign Military Financing and International Military Education Training). Of these, 10 have joined the European Union (E.U.) and North Atlantic Treaty Organization (NATO), and the only exception, Croatia, is on track to join both organizations. The remaining six SEED recipients appear headed toward eventual NATO and E.U. accession, although it may take a decade or more in some cases. SEED programs are directed toward joining these Euro-Atlantic institutions, which will go hand in hand with graduation from U.S. assistance. In Eurasia, FSA assistance has played a substantial role in supporting reform, dramatically illustrated by the democratic breakthroughs in 2003–2005. For Russia, Kazakhstan, and



Azerbaijan, U.S. funding has been reduced in acknowledgement of the increasing energy wealth these countries can bring to bear in addressing their development challenges. Nevertheless, progress across Eurasia has been uneven and a number of difficult challenges remain to completing FSA's transition goals, most notably in democratic reform, that will necessitate the continuation of development assistance to the region for the foreseeable future.

Similarly, in the Western Hemisphere region, of 26 bilateral country programs in Latin America, over half (14) are either in the Transforming or Sustaining Partnership categories. Using a strategic country based approach, we gave priority to key anchor states in the region—notably Colombia and Haiti—where strategic and development interests are most salient. Colombia, Haiti, Peru, Bolivia, and Ecuador account for more than 71 percent of the United States assistance resources request for the Western Hemisphere in fiscal year 2008.

In short, a range of factors affects graduation, well as the degree and timing of graduation, and the concomitant shifting of U.S. foreign assistance recourses.

There is no doubt that we are working in a constrained budget environment. Tough choices have to be made and fair and appropriate rationales were developed for making those choices.

*Question.* The Centers for Disease Control and Prevention serves as a partnering technical agency in collaboration with USAID in many areas of global health programs. Please describe how this works. How would you describe the relationship between USAID and CDC? How can we ensure that these collaborations, including work on PEPFAR, the Presidential Malaria Initiative, and the focus on TB, are best taking advantage of each agency's strengths?

Answer. I am told that USAID has a strong relationship with CDC that capitalizes on the independent strengths of each agency.

In PEPFAR, both agencies serve as Deputy Principals of the PEPFAR implementation committee. As a disease control and prevention agency, CDC focuses primarily on clinical and laboratory delivery. As a development agency, USAID focuses primarily on service delivery outside of the clinic, including community outreach, prevention, orphans, and sustainability.

In the President's Malaria Initiative, USAID and CDC interact at both the country level and at headquarters, under the direction of a White House appointed coordinator based at USAID and a deputy coordinator detailed to USAID from HHS. Both USAID and CDC have put considerable effort into making this partnership productive, to the benefit of the recipient countries. Each recipient country is staffed by a team that includes one CDC and one USAID technical advisor, supported by short-term technical assistance from both Atlanta and Washington. Annual country plans are jointly developed by these interagency teams.

In TB, USAID and CDC have been working closely together over many years and have an extraordinarily good working relationship, which ensures that U.S. Government resources for TB and TB/HIV are used in the most effective and efficient manner possible. The agencies have worked together to outline the roles and responsibilities for each agency, with USAID taking the lead on international TB, and CDC leading on domestic TB.

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RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR RUSSELL D. FEINGOLD

*Question.* I have been a long-time supporter of the Cooperative Association of States for Scholarships (CASS) program, which has a pending application for a new cooperative agreement. While I understand that a decision on the application may not be forthcoming soon, could you please advise as to when a decision will be made on the agreement? Are there budgetary barriers that are preventing a decision from being made?

Answer. USAID has received an unsolicited proposal for the amount of \$50 million to extend funding for CASS another 5 years beyond fiscal year 2007. The CASS program has been in effect for over 20 years; generally it is USAID policy that assistance awards to U.S. organizations should not be extended beyond 10 years from the original award without full and open competition. Therefore, should resources be made available, USAID policy would favor an award based on open competition.

*Question.* I applaud the administration for recognizing the critically important role basic education plays in reducing widespread poverty as well as in the achievement of all transformational diplomacy goals. However, of the 52 countries with existing basic education programs, 22 countries are seeing cuts to basic education in the administration's fiscal year 2008 request; and an additional seven countries'

basic education budgets are being zeroed out (East Timor, Guinea, India, Madagascar, Mexico, Nepal, and South Africa). Please explain the justification for zeroing out basic education in these seven countries. Why does the administration's fiscal year 2008 request eliminate basic education funds to India, which is home to over 1/3 of the world's illiterate people, and a country where 4.6 million children do not have access to school?

Answer. Funding for basic education has increased more than fivefold since fiscal year 2000, from less than \$100 million to more than \$500 million. As a founding member of the Education for All—Fast Track Initiative and as a signatory to the Development Assistance Committee of the Organization for Economic Cooperation and Development Agreement on Aid Effectiveness, the United States is committed to aligning its assistance with that of other donors in support of country-driven education strategies. The decision making process used to determine the fiscal year 2008 funding request for basic education involved country teams in Washington and the field. These teams are knowledgeable about each country's mix of donors and what U.S. Government assistance is required to stimulate and sustain transformational development, including whether U.S. Government resources would best be used to support basic education or for other high priority programs in the country.

Our evaluation, based upon suggestions from experts in Washington and in the field is that basic education funds have been spread too thin in some cases. Better and more strategic results may be achieved by supporting more robust programming but in doing so we will need to focus on fewer countries. Under this approach, we will focus our technical attention on fewer countries but will have greater resources to leverage host country commitment to change. For instance, basic education programs were prioritized in Indonesia to provide a positive alternative in basic education in the world's most populous Muslim nation (increased \$19 million from fiscal year 2006).

Overall, USAID feels that our requested fiscal year 2008 budget will not be detrimental to lasting transformational change in these seven countries, and in each case there was a sound rationale for the decision, often based on the local will and capacity to help their own education system. We certainly want to maximize our investments to-date, and we will actively work toward this in each of these countries.

In the case of India, this is precisely the type of difficult question that we have focused on in designing our foreign assistance reforms and in trying to make the most strategic use of limited resources. We recognize that India does have significant education needs. Because of the large population size, limited foreign assistance resources, and extreme and growing needs in health, we determined that focusing the majority of United States foreign assistance in the health sector will have a greater impact reducing poverty and transforming India than spreading limited resources across many sectors. According to the Millennium Challenge Corporation indicators, India has improved in education this year, while health indicators have declined. Therefore, over 90 percent of the fiscal year 2008 request for India will be used to integrate health services and nutrition to improve survival of children and their mothers, stem global disease threats, and help India manage the growth of its rapidly increasing population.

In line with the administration's commitment to basic education, the President announced a new initiative on basic education which will provide \$525 million over 5 years to educate an additional 4 million children. The initiative would provide approximately \$425 million for additional basic education activities to help partner countries meet concrete needs identified through the Fast Track Initiative process and \$100 million for a new Communities of Opportunity program that will provide after school language and skills training for at-risk youth in the 8–14 age group.

*Question.* The U.S. Government currently funds basic education programs in 25 African countries. Why does the administration's fiscal year 2008 request cut or eliminate funds for basic education programs for 13 of these 25 African countries?

Answer. The administration's total basic education request for Africa for fiscal year 2008 of \$155.6 million represents a \$26.5 million (21 percent) increase over the fiscal year 2007 request. This request demonstrates our commitment to basic education as a critical component of the U.S. Government's transformational diplomacy goal of building strong democratic states equipped to meet the needs of their people, reduce widespread poverty, and engage responsibly in the international community.

The fiscal year 2008 budget was built on an assessment of where assistance could be most effective given the overall strengths and challenges associated with a country rather than a more fragmented sector approach. Resources were prioritized to the interventions that would serve as critical levers for development. In some countries, therefore, country portfolios were realigned to provide additional funding in

support of other objectives, including, in some countries in Africa, activities relating to strengthening democracy and governance.

Notably, the fiscal year 2008 request contains \$100 million for President Bush's Africa Education Initiative (AEI), a \$600 million multi-year initiative that focuses on increasing access to quality basic education in Africa through scholarships, textbooks, and teacher training programs. This \$100 million request represents a \$45 million (82 percent) increase over AEI funds provided in fiscal year 2006.

*Question.* Both the President and Congress have indicated through budget and appropriation commitments their interest in supporting education for African and other developing countries. At the same time, however, the commitment to funding a strong education officer staff in USAID missions and at central and regional headquarters education offices seems to be decreasing. How will you address the need for more staff in both the field and headquarters in education?

*Answer.* USAID recognizes the education staffing shortage and will announce very soon the recruitment of 10 Foreign Service officers in the education sector who will be placed in regional offices and missions over the next 2 years. Additional education officers for high priority education countries and at USAID headquarters are part of a proposal that would complement the increased budget and appropriation commitments from the President and Congress.

*Question.* President Bush recently spoke about the importance of basic education in the developing world, identifying education as one of the top 3 priorities for U.S. foreign assistance and acknowledging its vital role in achieving sustainable development and global stability. How will you ensure that basic education remains a priority throughout the structural reorganization of U.S. foreign assistance?

*Answer.* Education is an important driver for poverty reduction, social empowerment, and gender equality, and the administration has made significant strides in expanding the amount of foreign assistance resources devoted to basic education programs in particular, and targeting these resources effectively. In fiscal year 2008, the President's budget requested \$535 million for basic education programs, up from \$126 million in fiscal year 2001. In fiscal year 2006, the United States provided \$521 million.

Currently, most of USAID's basic education programs support teacher training, scholarships, textbook distribution, and policy reforms. These metric-focused efforts have helped to address financial obstacles to schooling and availability of quality instruction. Empirical evidence illustrates that school enrollment, performance, and the development of employable skills are tied to a range of factors. This demands a more comprehensive approach. On May 31, 2007, the President announced an Expanded Education Program for the world's poorest targeting up to 4 million more children. This initiative will build upon existing efforts with a bold and innovative plan to: (1) provide an additional 4 million children with accountable and quality basic education; (2) deliver technical training for 100,000 at-risk youth; and (3) coordinate with child health programs that impact educational attainment.

The President's initiative would provide approximately \$525 million over 5 years—roughly \$425 million for additional basic education activities to help partner countries meet concrete needs identified through the Fast Track Initiative process and \$100 million for a new Communities of Opportunity program that will provide after school language and skills training for at-risk youth in the 8–14 age group. Additionally, the administration will establish a new high-level position—located at the U.S. Agency for International Development—for international basic education programs to carry out this initiative and improve program coordination and support greater policy coherence at the global level across U.S. Government agencies.

As a founding member of the Education for All—Fast Track Initiative and as a signatory to the Development Assistance Committee of the Organization for Economic Cooperation and Development Agreement on Aid Effectiveness, the United States is committed to aligning its assistance with that of other donors in support of country-driven education strategies. The decision making process used to determine the fiscal year 2008 funding request for basic education involved country teams in Washington and the field. The goal of this country-focused process was to determine the appropriate U.S. Government assistance in each sector, including education, required to stimulate and sustain transformational development in that country.

The Office of the Director of U.S. Foreign Assistance provides coordination and guidance to all foreign assistance delivered through all agencies and entities of the U.S. Government through the Operational Plan process. Operational Plans provide a comprehensive, interagency picture of all foreign assistance resources planned for implementation in-country and the utilization of those resources in support of trans-

formational diplomacy. Developed by the Country Team under the leadership of the Ambassador, the Operational Plans ensure that all U.S. foreign assistance resources in that country are coordinated, appropriately linked to foreign policy objectives, and supportive of an integrated country strategy. They strengthen the link between funding, activities, and results and collect standardized data about foreign assistance programs.

*Question.* In that speech the President also announced a new initiative on basic education which will provide \$525 million dollars over 5 years to educate an additional 4 million children. What countries will receive funds through this new initiative? How are they selected?

*Answer.* No countries have been selected yet as we are still finalizing the criteria for country eligibility. While the criteria have not been finalized, some proposed criteria include: (a) demonstrated country need; (b) the availability of any Fast Track Initiative endorsed plan; (c) Millennium Challenge Account program eligibility to help guard against corruption; and (d) country commitment to improving education quality. We anticipate making a significant budget request to Congress for this new program fiscal year 2009. In addition, we anticipate reprogramming \$14 million in fiscal year 2008 funds for this program.

*Question.* What types of basic education programs will be funded under this initiative?

*Answer.* The types of basic education programs to be funded under this initiative will be tailored to each country's specific needs based on an assessment. The overall focus will be on supporting a comprehensive, systematic approach to improving education. Activities could include teacher training, education finance and governance, effective measurement of student achievement, education management information systems and public-private partnerships.

*Question.* It is now early August and USAID still does not have an approved budget for fiscal year 2007. Country level programs have been unable to make decisions and have delayed program activities. What has been the impact of the delay in finalizing the budget on program activities?

*Answer.* As you know, once we receive our appropriation from Congress, we provide a notification to Congress as to how the funding will be allocated by country and account. Prior to submitting such a notification, the Department engages in intensive consultations with Congress. Due to the delayed passage of the Continuing Resolution, these consultations began later than expected.

After productive and intensive consultations, we reached agreement with the appropriations committees on final fiscal year 2007 budget levels for countries and specific programs during the week of July 23. Operating year budgets are considered final once this agreement is reached. I am transmitting the 653(a) Report summarizing the allocations to Congress and money is moving rapidly to the field.

Over the course of this fiscal year, we made partial funding available to the field, after appropriate notification to Congress. I recognize, however, that not releasing the full appropriation has been a challenge for our field missions especially with regard to negotiating implementing mechanisms. I am fully engaged in this matter and believe we are now in a position to ensure that programs are moving forward in the most expeditious manner possible. We shall aim to have funds to the field much earlier next year. If you or your staff would like us to provide a briefing on the 653(a) final levels, we would be more than happy to do so.

*Question.* Why was USAID management contemplating cutting back operating expenses and shutting down some USAID offices in Africa despite the President's stated commitment to Africa? Would new offices be opened or would the funding be absorbed by existing programs? What is the status of this possible cutback?

*Answer.* The fiscal year 2008 USAID budget request is our bare minimum requirement for operating in an overall scarce budget environment. The USAID budget is a reflection of the many competing demands on taxpayer resources.

USAID operates in some of the most difficult circumstances in the world and adequate resources are critical to implementing successful programs. USAID has been reviewing its budget and structure to ensure that operations are appropriately funded to continue its mission and support our national security interests abroad.

USAID currently anticipates no additional mission closings beyond what has been planned for several years. These include several Eastern European missions that are phasing out (Bulgaria, Croatia, and Romania) and the Botswana regional mission, which is relocating into the Pretoria regional mission.

*Question.* How do you intend to proceed with the "F" process when most Hill committees are working on appropriations using the old standard methods?

*Answer.* Since its establishment in June 2006, the Office of the Director of U.S. Foreign Assistance has developed new, integrated strategic planning, budget planning, program planning, and results monitoring tools. These tools are designed to provide senior leadership with the necessary information to assess progress and trade-offs, and improve decision making that supports policy goals, including our goal of achieving transformational diplomacy.

We think it is valuable to look at all the resources going to a country rather than considering each account in isolation. At the same time, we utilize the account structure established by our appropriations act. Thus, in the fiscal year 2008 Congressional Budget Justification we requested funds both by account and in the context of the Foreign Assistance Framework. Our objective is to ensure that the process we establish can accomplish both the goal of creating a strategic view of foreign assistance in a country while working within the account structure of our appropriations acts.

We are at the beginning of this important reform process, not in the middle and not at the end. There are many aspects of the foreign assistance apparatus that have to be carefully examined; for example, whether the current authorities and account structures are equipped to meet the evolving needs of a post 9-11 world. I am committed to fully engaging with our committees in a collaborative manner regarding further steps and improvements to the foreign assistance process and our reform efforts.

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RESPONSES OF HENRIETTA H. FORE  
TO QUESTIONS SUBMITTED BY VARIOUS SENATORS

*Question from Senator Hagel.* What are you doing to answer the concerns raised by Ambassador Crocker in his cable about United States Government Iraqi employees?

*Answer.* In February of this year, we identified the issue of assisting Iraqis who work for the embassy as a top priority for the Department and as matter of urgency. We took immediate steps to address the needs of those at risk in Iraq because of their association with the U.S. Government. We asked Congress to assist us in providing relief to these brave Iraqis by expanding the coverage of special immigrant visas (SIVs) which would enable us to include more of the Iraqi nationals who are serving the American people.

Secretary Rice set up the interagency task force on Iraqi Refugees and Internally Displaced Persons led by Under Secretary Dobriansky, which continues to meet regularly. The interagency task force has a specific focus to address the humanitarian situation, including the needs of those at risk in Iraq because of their association with the U.S. Government. I have attended two such meetings and can assure you that those involved are dedicated to securing the best solution.

The interagency task force drafted and cleared the administration's legislative proposal to provide a mechanism to lower, in extraordinary conditions, the years of service required for Special Immigrant Visa eligibility under the Immigration and Nationality Act. Embassy Baghdad was consulted often during the drafting process and its recommendations, which included years of service, were integrated into the administration's SIV proposal.

In April, we sent to Capitol Hill the legislative proposal as an administration position which allows SIVs for LE Staff who have served in extraordinary conditions as determined by the Secretary and have fewer than the minimum years of service otherwise required. Through meetings and briefings, we are working actively to get support in both the House of Representatives and the Senate and to secure introduction and consideration of the proposal. We are working simultaneously to find a germane legislative vehicle for the legislative proposal or a sponsor to introduce it as a free standing bill. We are set to send another letter to all members regarding the urgency for the legislative proposal.

The Department and Embassy Baghdad have communicated to LE Staff the processes by which locally employed interpreters and translators under Chief of Mission authority can take immediate advantage of the Special Immigrant Visa opportunities offered by Public Law 110-36. Embassy Baghdad has also acted to accelerate the access of LE Staff to the U.S. Refugee Admissions Program.

The Department and the administration recognize that a solution must be secured to assist those LE Staff in extraordinary conditions who are serving the American people.

*Question from Senator Casey.* Submit a detailed game plan on simplifying and making more transparent the foreign assistance process and dealing with the mess of overlapping jurisdictions?

Answer. Senator, clearly there is a great deal of work to be done to ensure that our foreign assistance dollars are used efficiently and to the maximum impact. To work toward accomplishing these goals, Secretary Rice has established umbrella leadership for foreign assistance resources under a new position of the Director of U.S. Foreign Assistance, which is at the rank of Deputy Secretary of State. And to more fully align the foreign assistance activities carried out by the Department of State and USAID and demonstrate that we are responsible stewards of taxpayer dollars, she has appointed the Administrator of USAID to serve concurrently in this position. The USAID Administrator and the Director of U.S. Foreign Assistance has direct approval authority over roughly 60 percent of all foreign assistance in the Foreign Operations request, and has robust coordinating authority over assistance provided under the Global HIV/AIDS (GHAI) and Millennium Challenge Corporation (MCC) accounts which includes 80 percent of all foreign assistance. Additionally, the USAID Administrator serves on the Board of the MCC.

Since its establishment in June 2006, the Office of the Director of U.S. Foreign Assistance has developed new, integrated strategic planning, budget planning, program planning, and results monitoring tools. These tools are designed to provide senior leadership with the necessary information to assess progress and trade-offs, and improve decision making that supports policy goals, including our goal of achieving transformational diplomacy.

While all these steps have led to improvements, clearly much remains to be done. If I am confirmed, I will engage in transparent and simplified detailed strategic planning which will outline improvements and next steps needed in the reform process. I have listed some of the key issues I plan to address and a corresponding tentative timeline.

- I will work to consult closely and on a regular basis with key stakeholders such as Congress, NGOs, and the foreign aid and development community. I have already started this as I indicated in my testimony and I plan to continue this during my time as administrator, if confirmed. I strongly believe that robust communication, transparency, and buy-in to the Secretary's foreign assistance reforms are essential to its success.
- I will streamline the budget process over the next 6 months. We are working to ensure that the budget process includes regional and functional viewpoints as well as participation from other U.S. Government agencies such as the Millennium Challenge Corporation and the Department of Defense. Additionally, we are formalizing field suggestions throughout the process and reducing the number of decision points in the budget process to relieve staff requirements. I am also working to establish clear guidelines on communication with the field and USAID and state bureaus to ensure transparency. To help me in doing this, I will be holding a series of conferences with USAID Mission Directors starting in October.
- Over the next 8 months, I will work to improve the Operational Plan process so that it is less labor intensive while still capturing the key data. Operational Plans are integrated interagency implementation plans for foreign assistance funding. Operational Plans are intended to strengthen the link between funding, activities, and results, and collect standardized data about foreign assistance programs. This data provides a basis for comparing and evaluating country, program, and partner progress in helping to achieve the transformational diplomacy goal.
- Over the next year, I will improve the core foreign assistance data systems. Through upgrading and enhancing the key budget and planning data systems we will be able to ensure that the systems are user-friendly, accessible, reliable, and flexible.
- Within the next 6 to 12 months, I will launch a strategic review to look at how we can ensure full coordination with agencies other than the Department of State and all of the foreign assistance programs and dollars they manage.
- Finally, over the next 3 to 6 months I will develop options for ensuring increased field involvement in the reform process to enable our foreign assistance to remain field driven and needs based. This will involve developing additional input points throughout the budget process and starting all budget discussions with field input.

I appreciate your and the committee's interest in helping us to ensure that we have the appropriate tools in place which will improve our foreign assistance decision making and effectiveness. The reforms proposed so far, including the creation

of the Director of U.S. Foreign Assistance position, are vital steps to ensure that we make every effort within statutory authorities to provide assistance strategically and effectively. Together with the Secretary, we will continue to evaluate the process and look to make improvements to the process and our reform efforts, as I mentioned in my testimony. I look forward to engaging with all stakeholders as we identify additional changes and improvements that will maximize the use of the foreign assistance dollars appropriated by Congress. Again, I very much welcome the opportunity to work with Congress on this and other matters relating to the foreign assistance reform going forward, and, if confirmed I would plan to come back to the committee periodically with more detailed discussion of our plans and progress.

*Question from Senator Menendez.* Who conducted the one or two political briefings you attended at Treasury?

*Answer.* There were two Treasury Senior Staff Retreats that I attended. The agenda for the Senior Staff Retreat on January 12, 2004, listed a 1-hour presentation entitled Political Overview and listed Barry Jackson, Deputy Assistant to the President and Deputy to the Senior Advisor, and Matt Schlapp, Deputy Assistant to the President and Director of Political Affairs as presenters. The agenda for the Senior Staff Retreat on January 4, 2005, listed a 45-minute presentation entitled Political Overview and listed Barry Jackson, Deputy Assistant to the President and Deputy to the Senior Advisor, and Matt Schlapp, Deputy Assistant to the President and Director of Political Affairs as presenters.

*Question from Senator Lugar.* What will you weigh in on as you take a look . . . giving us good counsel on MCC?

*Answer.* Among the more important innovations that Millennium Challenge Corporation (MCC) has brought to the table is a greater capacity to concentrate resources toward the specific areas that have the greatest leverage in a country's growth agenda. In my view, the focus on country progress and country ownership is an essential element of the MCC model; the focus on country progress is also a corner stone of the foreign assistance reform. However, MCC is in a unique role to focus significant resources on the highest priority requirements for each country's growth and development. This is an essential tool in the U.S. Government's foreign assistance portfolio. I would like to take a thoughtful look at the advantages and disadvantages of the existing foreign assistance models.

Second, MCC's emphasis on measuring outcomes is important in the delivery of foreign assistance, and something on which we need to focus to improve the quality and quantity of our results both at MCC and in the rest of our foreign assistance portfolio.

Third, I would note that I am particularly interested in the fundamental linkage of MCC—USAID collaboration. The MCC is starting to build its capacity in the field in order to oversee implementation, and measure and evaluate results. In many cases, the MCC leans on USAID, whose capacities are stretched thin, while the MCC is still in the process of building. I want to explore opportunities for synergy and not duplication in our closer collaboration. There are others, and as I learn more about the issues and opportunities we face, I will look forward to consulting closely with you and others in the Congress on the best way forward.

*Question from Senator Menendez.* Submit the options (about refunding expedite fees) in writing for the committee.

*Answer.* After we examined several options to determine when and if to provide refunds for certain expedited applications, I determined that the most effective policy would be to continue to have applicants apply for refunds when they have reason to believe that they did not receive expedited service. The State Department will then address each refund request carefully on a case-by-case basis.

As of July 18, 2007, a total of 3,829,913 expedited passport requests have been received and acted upon in calendar year 2007; our passport agencies and passport centers have issued 2,716,448 expedited passports, 71 percent within 3 business days of receiving the applications. A total of 3,286,751 passports (86 percent) were likely to have been in customers' hands within 3 weeks of them having applied, the period outlined on the State Department Passport Web site.

A total of 543,162 expedited passports out of 3,829,913, approximately 14 percent, were not processed within 3 weeks. Even then, these individuals still received expedited treatment and most had their passports in hand by the date they specifically requested on their application. In the face of unprecedented demand (more than 40 percent increase over last year), those who requested expedited service did receive priority over the millions of other Americans who applied for passports at the same time. The expedited applications were automatically given a higher priority in the queue; these individuals received much faster service than the applicant who did

not pay for expedited service and whose wait climbed at one point to twelve weeks. To further ensure expedited service, the Department has been paying for expedited passports to be mailed via FEDEX and has not, unlike past practice, asked customers to cover this additional cost.

In reaching the conclusion to refund on a case-by-case basis, there were several options.

The first would be to issue no refunds at all given the unprecedented demand. This option did not merit consideration.

The second would have been to refund the fee paid by every applicant who requested expedited passport service, regardless of how fast the requester received the passport. We do not believe that providing a blanket refund automatically to all applicants would be either appropriate or equitable.

A third option is to provide refunds to applicants who did not receive their passports by the date they requested on their application. The Passport staff was constantly re-sorting and queuing applicants in order to provide those with the greatest/earliest need the fastest service. Thus, while some applications were not processed within 3 days, the passport was still received prior to the date the applicant requested.

A fourth option could be to have those who paid the fee and believe they did not receive expedited service request a refund. Our Web site already contains instructions on how to apply for a refund via e-mail. We will review each request thoroughly and provide timely refunds to those who meet the requirements.

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR JOSEPH R. BIDEN, JR.

*Question.* I understand that during your first few weeks as Acting Administrator and Acting Director of Foreign Assistance you reviewed the strengths and weaknesses of the "F" reform process to date.

(a) What are some of the lessons learned about this process to date?

(b) How will the change in leadership at the F Bureau affect the plans that Ambassador Tobias put in motion?

(c) Do you plan to follow the timelines he laid out? If not, how will they differ?

Answer. During my tenure as Acting Administrator these past 2½ months, I have sounded out a number of ambassadors and mission directors for their views on how to strengthen U.S. foreign assistance to make it more effective and visible in the countries they represent. I am soliciting suggestions from the field to make the voices of those who actually implement our programs more prominent in their formulation. We are reviewing the After Action Report on the fiscal year 2008 budget formulation process and will be considering the suggestions of internal working groups in the agency that have been charged with adapting agency practices to better meet the Secretary of State's transformational diplomacy goal. I would like to underscore the fact that we are in the early stages of the reform process. I will work closely with you to strengthen and improve the process as we move forward.

Through my listening tour, I have taken away several key lessons and corresponding improvements that I think need to be made. First and foremost is that we must increase and regularize consultations with key stakeholders and increase collaboration and buy-in to the Secretary's reform. Second, we must streamline the budget process, while also increasing field involvement and transparency. Third, we must improve the Operational Plan process to be more effective and to make it less labor intensive while still collecting the necessary data. Fourth, our budgetary and financial systems must be strengthened to allow them to be user-friendly and flexible. And finally, communication and transparency must be enhanced. I take this as a serious mandate, and if confirmed, I assure you that my active listening tour will not end.

What I hope to do is capitalize on and reinforce what appears to be working and make changes to those elements which are not proving useful. I am particularly interested in simplifying the processes, making them more effective for all stakeholders, and considering attendant timelines in that regard.

*Question.* I understand there are plans to reformulate the process and the Strategic Framework. Please discuss what changes are being contemplated and what we can expect to unfold.

Answer. The Secretary and I believe that as we increase the quantity of our foreign assistance, which is critically important, we must also work to improve its quality. This is a driving factor behind her foreign assistance reform initiative. In my role as Acting Director of U.S. Foreign Assistance, I am charged with helping



the Secretary to identify and realize new means to constantly improve our foreign assistance programs and activities. Having assumed this role but a short while ago, one of the first things I am doing is to listen to people's concerns and to consult with stakeholders about what we might improve. I will take all the ideas and suggestions I have received under advisement and continue to gather more as I think about the best ways to move forward. I want to reiterate that we are only at the beginning of the reform process, and I do intend to make changes taking into account what I have heard from all our stakeholders. I am especially interested in any thoughts and suggestions you might have about the reforms, including the processes and tools, and I would seek an opportunity to consult with you before making any significant changes.

*Question.* The State Department conducted an after-action review following the development of the fiscal year 2008 budget that solicited input from personnel at USAID, the State Department, the Millennium Challenge Corporation, and other Federal departments and agencies. Please outline the findings of this review, and your plans for responding to the identified weaknesses.

*Answer.* With a view toward improving the fiscal year 2009 process, an After Action Review (AAR) was conducted of the new budget formulation process. AAR sessions were attended by a mix of people from State and USAID regional and functional bureaus, including both working and senior-level individuals. It was especially important that the field's views were heard, therefore, mini-AAR sessions were held with at least one USAID mission and one embassy representative from every region of the world. Feedback was also solicited from key stakeholders such as the Department of Defense, Department of Justice, the Millennium Challenge Corporation, and Congressional staff and members of the NGO community. This feedback was incorporated into a number of recommended changes to the fiscal year 2009 budget process to make the use of foreign assistance resources more transparent, efficient and effective.

*Refined Roles:* In an effort to formalize the field's input, as well as to empower them at the beginning of the budget process, the fiscal year 2009 process began with the Mission Strategic Plans (MSP), a joint State-USAID field submission of budget and allocation levels down to the program element. Washington direction will remain at the strategic, or program area level, with the field making necessary adjustments to program elements throughout the budget request process. This is an essential change in my view, as it gives the field a very prominent and defined role in formulating their budget request.

*Strategy Development:* In recognition that country strategies should guide strategic budgeting and consensus building, each MSP includes brief country strategies. Additionally, early in the process, regional assistance strategy sessions and functional roundtables were held to ensure that everyone agrees on the strategic direction for that region/functional area.

*Initial Budget Levels:* In an effort to minimize the last minute changes that often need to be made, the fiscal year 2009 budget process will incorporate into initial budget guidance levels consideration of likely Congressional and Presidential priorities identified through regional assistance strategy sessions and functional roundtables.

*Efficiency:* While we don't want to compromise participation and transparency, there was concern over the staff time requirements involved in setting the fiscal year 2008 budget. Therefore, in fiscal year 2009 we will reduce the number of decision points in the budget process and improve overall coordination in F. I am currently looking at ways the F organizational structure can be improved so as to maximize coordination with all relevant parties.

*Communication:* I am working to establish clear guidelines on communication with the field and the bureaus here in Washington through weekly updates, and the distribution of the fiscal year 2009 timeline including responsibilities and tasks. Additionally, to further increase transparency, I am working on ways to communicate to the bureaus as changes are made throughout the allocation process and in the budget negotiations with the Office of Management and Budget.

*Question.* An ongoing criticism has been that USAID missions were not adequately involved during the budget writing process, and that it was a Washington-driven exercise. Before Ambassador Tobias' departure, he had stated that field staff would be involved to a greater extent in the future. To what extent will you implement this commitment?

*Answer.* This is a commitment I fully intend to carry out. During my tenure as acting administrator these past 2½ months, I have consulted a number of ambassadors and mission directors for their views on how to strengthen U.S. foreign as-

sistance to make it more effective and visible in the countries they represent. I am soliciting suggestions from the field to make the voices of those who actually implement USAID programs more prominent in their formulation. I have charged the agency's Chief Operating Officer to convene a conference of mission directors in Washington, now tentatively scheduled for October.

With a view toward improving the fiscal year 2009 process, an After Action Review (AAR) was conducted of the new budget formulation process. AAR sessions were attended by a mix of people from State and USAID regional and functional bureaus, including both working and senior-level individuals. It was especially important that the field's views were heard, therefore, mini-AAR sessions were held with at least one USAID mission and one embassy representative from every region of the world.

In an effort to formalize the field's input, as well as to empower them at the beginning of the budget process, the fiscal year 2009 process will begin with the Mission Strategic Plans (MSP), a joint State-USAID field submission of budget and allocation levels down to the program element. Washington direction will remain at the strategic, or program area level, with the field making necessary adjustments to programs elements throughout the budget request process. This is an essential change in my view, as it gives the field a very prominent and defined role in formulating their budget request.

*Question:* I understand that AID mission staff have observed that the F process reduces their flexibility to transfer funds from one activity to another without the USAID Administrator's approval. Previously, such decisions could be made by the USAID Mission Director. Why is this level of oversight needed?

*Answer:* In my time as Acting Administrator, I have worked to ensure that we are respecting long standing criteria regarding levels and amounts for programs and activities that can be transferred by the field without further approval from the Office of the Director of U.S. Foreign Assistance. I have done this to make certain that the appropriate balance between the field and Washington is maintained.

The important balance I refer to is the one between ensuring fiscal integrity and accountability of taxpayer funds and overall coherence of foreign assistance programming while permitting the field to respond rapidly to programming needs especially near the end of the fiscal year. Many USAID programs are subject to cross-cutting earmarks and the independent decisions of mission directors moving funds can result in our inability to fund programs at earmarked levels. That said, we are working to provide mission directors with sufficient flexibility to reprogram funds to address the realities in the field while ensuring our ability to meet Congressional and administration priorities.

*Question:* How do you plan to coordinate foreign aid programs outside the DFA's jurisdiction, such as the Millennium Challenge Corporation and the Coordinator for the President's Emergency Plan for AIDS Relief (PEPFAR)? To what degree will State and USAID programs complement MCC and PEPFAR programs?

*Answer:* The Office of the Director of U.S. Foreign Assistance provides coordination and guidance to all foreign assistance delivered through all agencies and entities of the U.S. Government through the operational plan process. Operational plans provide a comprehensive, interagency picture of all foreign assistance resources planned for implementation in-country and the utilization of those resources in support of transformational diplomacy. Developed by the country team under the leadership of the ambassador, the operational plans ensure that all U.S. foreign assistance resources in that country are coordinated, appropriately linked to foreign policy objectives, and supportive of an integrated country strategy. They strengthen the link between funding, activities, and results, and collect standardized data about foreign assistance programs. In fiscal year 2008, all recipient countries will complete operational plans. In fiscal year 2007, our pilot year, a total of 67 countries submitted integrated operational plans.

As you know, the U.S. Leadership Against HIV/AIDS, Tuberculosis, and Malaria Act (Public Law 108-25), enacted in 2003, provides the U.S. Global AIDS Coordinator with primary responsibility for the oversight and coordination of all resources and activities of the U.S. Government to combat the HIV/AIDS pandemic. The Director of U.S. Foreign Assistance was subsequently established by the Secretary to make every effort within existing statutory authority to ensure that U.S. assistance writ large was programmed in support of our foreign policy goals. The Director's responsibilities accordingly include providing overall coordination and guidance to U.S. foreign assistance delivered through other agencies and entities of the U.S. Government, including the Office of the U.S. Global AIDS Coordinator.

The Millennium Challenge Act of 2003 established the Millennium Challenge Corporation (MCC) (Sec. 604) as an independent entity with its own board of directors. The Secretary of State and the Administrator of USAID sit on that board. In addition to the Secretary's authorities as a member of the MCC board, the Foreign Assistance Act directs that the Secretary of State shall be responsible for the continuous supervision and general direction of economic assistance to ensure that such programs are integrated and the foreign policy of the United States is best served. In building the fiscal year 2009 budget, therefore, we are receiving input from MCC about projected expenditures in countries in which we are working. In MCC threshold and compact countries, teams considered proposed U.S. Government resources in light of the specific gaps and obstacles impeding country progress, as well as how best to coordinate these resources in such a way as to both facilitate the success of MCC programs and to amplify results. For example, in the fiscal year 2008 request for Ghana, we shifted funds to enhance the capacity of local government as the responsible party for implementing the MCC compact program. In El Salvador, State/USAID funds increased for programs to strengthen specific obstacles impeding country progress—the rule of law and justice sector, and other programs to address gang-related violence. In Honduras, economic growth funds actually increased overall, particularly in trade and investment and private sector competitiveness to complement MCC program.

*Question.* What do you think is an appropriate division of labor between the U.S. military and civilian agencies, particularly USAID, in development activities? Under what circumstances, if any, do you think that the U.S. military should take the lead in economic and political development activities? What sorts of mechanisms are there to coordinate activities where the U.S. military and USAID are involved? What further mechanisms might be useful? Do you believe DoD will, or should, maintain a role in foreign assistance after the completion of military action?

*Answer.* Wherever possible, U.S. development assistance should be carried out by civilian agencies. But exceptions to this rule can and do arise, as we are witnessing in Afghanistan and Iraq. Where there is active combat, or in extremely insecure environments, the security situation may not permit the exclusive deployment of civilian personnel. In these highly threatening environments, the presence of civilians depends on adequate force protection (provided by the military or by private security contractors) to enable their work on the ground. The support systems required to effectively staff missions, and meet the personal security requirements of our officers in hostile environments, is a significant strain on USAID resources.

The unique division of labor between civilian-led and military-assisted missions (or vice versa) is often environmentally dependent. The greater the threat of violent conflict or armed hostilities, the higher the likelihood that the military will have a role to play in ensuring economic and political stability. As we move along the continuum of conflict, from hostile to permissive environments, the military may play a less significant role. With relatively limited human resources, in proportion to the scope of the stabilizing mission we are pursuing in many of these insecure countries, whenever practicable civilian agencies have opted to yield operational control to the military in areas beyond our reach, while either continuing to maintain or enhancing intellectual control of the development space.

In those circumstances where the civilian agencies are significantly stretched by the human and financial requirements of operating in high-threat environments, the military may take on additional responsibilities to facilitate economic and political development.

In hostile environments, USAID staff often serve alongside military personnel on integrated civil-military platforms such as the Provincial Reconstruction Team (PRT) construct in Afghanistan and Iraq. In concept, these constructs allow for synchronization of civilian and military activities. Synchronizing various quick impact resource streams, such as DoD's Commanders Emergency Response Program (CERP) funds and USAID's quick impact funds to further security, economic, and political goals is one example of successful civil-military coordination. At a minimum, USAID officers seek to ensure that military-led and resourced activities are conceived and implemented in a way that furthers the country's economic and social development, and that the activities are aligned with and complement national development strategies. The transferability or sustainability of CERP-like funds as control begins to shift from military to civilian leadership and control is an ongoing challenge.

There is an emerging institutionalization of collaboration frameworks in the U.S. Government. USAID has begun working with the various regional Combatant Commands to develop a system for synchronizing their respective theater security cooperation plans with USAID's operational plans.

What we could practically use now is a new framework that dictates civilian-military coordination of all foreign assistance engagements from the national to the tactical level. Theater security cooperation guidance and foreign assistance guidance should be published and promulgated simultaneously. Country plans and theater security cooperation plans should be produced and executed in concert. In the field, activity coordination is orchestrated by the country team, chaired by the ambassador. The EUCOM initiated Trans-Sahel Counterterrorism Partnership is one recent example of such cooperation and collaboration which will eventually lead to a better understanding of each others' planning systems and procedures.

As you know, we now have an office within USAID, staffed with Foreign Service officers and military liaison officers, with a mission to institutionalize the USAID-DoD relationship through formalized training and education programs and collaborative policy development that will ultimately lead to a process that mitigates the current challenges to unified planning and implementation.

USAID has developed memoranda of understanding governing the placement of USAID Senior Development Advisors in the U.S. Central Command, Special Operations Command, and European Command, and memoranda with other Combatant Commands are currently being negotiated. Four Combatant Commands have placed Military Liaison Officers with USAID, as well. These officer exchanges have proven invaluable in coordinating civilian-military activities, training and joint planning exercises.

Once military objectives have been achieved in a given conflict, we believe that DoD should continue to support and sustain foreign assistance efforts in whichever way may be appropriate, to include the development of a civilian-controlled security sector. These activities however should be limited to the security sector and should not expand into traditional civilian development activities. But adequacy of funding on the civilian side remains a challenge.

*Question.* Does USAID have enough people to carry out its mission? If not, what measures do you expect to take to address shortfalls in personnel?

*Answer.* USAID's staffing situation is facing a crisis. This is due to impending retirements and to lack of funds to recruit new officers. The impending retirements is a predicament similar to that facing the U.S. Government as a whole; years of restricted hiring at or under attrition and an anticipated wave of retirements as the "baby boomer" generation approaches retirement age has had a negative impact on USAID's ability to carry out its mission. This generation carries enormous experience and expertise that will take decades to replace. Unfortunately, we have been hiring under attrition. However, we will be proactive, hoping to make the case by launching a robust junior officer program and putting in place a comprehensive recruitment/hiring/training/mentoring/assignment program that will effectively double the size of the Foreign Service staff (from 1,100 to 2,200) in the fiscal year 2009-2011 timeframe. This will be a very important start. These projections assume that we obtain sufficient funds and staff to lay the necessary groundwork to begin to implement a hiring plan from fiscal year 2008 and beyond.

*Question.* Please describe what steps you would take to ensure that the agency is able to recruit top-level staff. Please also discuss what steps are needed to provide opportunities for rising junior officers, improve morale, and increase junior officer and overall staff retention rates.

*Answer.* While we expect to bring on board most of our FSOs through junior-level entry programs (as required by the Foreign Service Act), we recognize that a certain percentage of hiring will have to take place at the higher levels, as well. We expect to address the quality of life for staff at both levels through expanded training, mentoring, and assignment opportunities, which will complement our outreach recruitment, and targeting minority-serving institutions to increase the diversity of the applicant pool. If our budgets for these activities can increase, we can ensure the matching of increased overseas positions in our USAID missions. By ensuring adequate positions overseas and placement of our junior officers in assignments that will allow them to both build a solid base as well as learn the intricacies of USAID's business, we hope to quickly grow a cadre of young officers able to take on increasing levels of responsibility. This will be important in improving morale of the workforce as well as overall retention rates.

*Question.* Please describe opportunities for foreign language training for USAID personnel. Do USAID Foreign Service officers have access to the same language training opportunities as Foreign Service officers from the State Department? How does the agency determine which officers qualify for language training? If confirmed, would you seek to increase training opportunities for staff?

Answer. I do not believe our training, including language training, has been reflective of the demands of our work. Foreign language USAID language training is linked to the requirement for professional level competency in a foreign language for career tenure. This policy is the same as with the State Department. Many overseas positions are "language-designated" and competency requirements are established by the missions themselves, in consultation with the geographic bureau and the Office of Human Resources. If employees are assigned to language-designated positions, they are enrolled in appropriate language programs until the required proficiency is achieved.

Most USAID language training is done at the Foreign Service Institute, although online training is also widely available. Underway now is an initiative to expand Arabic competency in USAID's staff.

I would like to review language proficiency requirements for all overseas positions, and to review the funding situation. This training cycle can be greatly improved if we can achieve a training float of 10-20 percent and funding necessary to ensure we give our officers the language training they would need to effectively carry out their jobs.

*Question.* What do you regard as your three most significant management challenges at USAID?

Answer. At present, I believe we have four significant management challenges: the need to increase, train, and reposition our staffing; to streamline our procurement; secure and improve the quality of life in our facilities around the world; and invest in technology to bring the agency into the 21st Century and onto shared U.S. Government platforms.

As program dollars have increased over the last two decades, our direct hire staff numbers have significantly declined from over 7,000 in the 1970s to just over 2,000 today. Human resource reforms are vital to transforming the delivery of USAID assistance and we must right size our overseas presence and headquarters support. In addition, we must ensure we have the right people on staff. We must be able to access the technical and professional talent that is required to carry out transformational diplomacy. We will focus on enhanced recruitment processes, increased staff training, and improved staff retention measures. We must also position our people in the right places.

Second, the management challenge of streamlining procurement and grants remains for our agency a great challenge.

The third management challenge facing USAID is the need to provide adequate and secure overseas facilities. Secure facilities will protect our people and vital records. We must continue to move forward with efforts to secure our facilities and co-locate at the new embassy compounds, and improve the quality of life for our people.

Our fourth management challenge is the need to invest in improved systems, equipment, and knowledge management to allow USAID to accurately account for and report on the use of taxpayer dollars. We must ensure that our investments in technology continue so that we can both effectively manage our programs and clearly explain our programs and their impacts to the Congress and the American people. We must, without doubt, find effective and near-term solutions to integration with the Department of State and Director of Foreign Assistance technology.

*Question.* Until the fiscal year 2008 budget request, USAID annually submitted a budget justification document that included program notifications for every country with sectoral funding breakdowns and detailed descriptions of proposed project activities. Under the new "F" process, budget requests are combined with the State Department's, generalized by objective rather than by agency, and there is little or no substantive detail on proposed projects. What is your view of this new method of budget request? Do you think the interests of USAID are well-served by not having your own Congressional presentation document with which to inform Congress of your activities?

Answer. In February 2007, the President submitted the very first joint State-USAID International Affairs Congressional Budget Justification (CBJ) to Congress that was on time, focused, strategic, and prioritized to shared foreign assistance objectives. The fiscal year 2008 CBJ is unique in a number of ways, both as a matter of structure and substance. In terms of structure, it was significantly revised based on consultations with Congress, and provides easier referencing. For example, it begins with a full layout of all State and USAID bilateral assistance, by account, then breaks the request down by region and finally offers a series of user-friendly tables with accounts and sectors. This CBJ has account comparative information including introductory statements identify the purpose of funds; a "snapshot" of fund alloca-

tion outlining top funding priorities; and a statement of changes which compares fiscal year 2008 to fiscal year 2006 by account. There is also a complete explanation of the context and purpose of the fiscal year 2008 budget. The CBJ carries an overview section which identifies the strategic principles upon which the budget was based; summarizes regional priorities; and analyzes macro-level budget information for State and USAID bilateral assistance. The revised format addressed a number of the key criticisms levied on earlier CBJs. The new format, in combination with a number of other foreign assistance reforms should facilitate improved oversight.

With all State and USAID resources directed towards any given country now requested and justified together, reviewers can see how all U.S. Government accounts and programs in the 150 account are working together to further transformational diplomacy. For example, in the fiscal year 2008 CBJ, country narratives included a discussion on Millennium Challenge Corporation programs as they related to the requested assistance programs. Next year, we hope to be able to include additional information from other U.S. Government agencies expending their own resources in these countries. With budget information presented both by funding account and by program, reviewers can make comparisons to previous CBJs and understand support for various programs from different funding accounts. As an additional new feature, each country and program narrative highlighted key changes in fiscal year 2008. With the new operational plans submitted by field missions and operating bureaus, more programmatic detail than was found in previous CBJs is now available to reviewers, including detail on management of various programs.

USAID staff fully participates in the interagency working group guiding the development and improvement of the CBJ and the notification process, and participates in consultations with Congress. USAID interests remain well served by integration. We are reviewing all formats to ensure they are user friendly and will seek continuous improvements for fiscal year 2009 and after.

*Question.* Under the reform process, annual operational plans are being written for every country that receives U.S. assistance. The level of detail previously provided in the above-mentioned Congressional budget request is reportedly provided now in the operational plans, but State's F Bureau has said these will not be made public. To what extent will these plans be made available to Congress or the public?

*Answer.* I am committed to providing as much information on our foreign assistance activities as possible to our oversight committees and Congressional partners. We are currently looking at ways to make the information obtained from the fiscal year 2007 operational plans as user friendly and available as we can. However, the plans themselves contain predecisional and procurement sensitive information that cannot be disseminated widely. We are therefore exploring formats for future years' operational plans with an eye toward making some information more readily and widely available. In the meantime, if there is particular fiscal year 2007 country or other information that you would like to discuss, we would be happy to meet with you.

*Question.* Overall, how does the agency determine the proper balance between shorter-term foreign policy objectives and longer-term development considerations when allocating resources? How is this trade-off managed when formulating an assistance program, for example, for strategically-important countries such as Pakistan?

*Answer.* With proper focus and coordination, we can achieve both our development and diplomatic objectives without sacrificing the principle of long-term development for shorter term objectives. In the past, there was a perception that development policy and foreign policy objectives were entirely separate and typically at odds. Poverty reduction, good governance, and capacity building for sustainable long-term success are long-held development goals. Foreign policy goals also now recognize that lasting peace and prosperity cannot be achieved unless we expand opportunities for all citizens of the global community to live hopeful and prosperous lives. A driving purpose behind the establishment of the Office of the Director of U.S. Foreign Assistance was to strengthen the U.S. commitment to long-term development. One of the key principles of foreign assistance reform has been to ensure that State/USAID resources support shared goals, and that our planning, budgeting, management, and implementation processes for foreign assistance capitalize on the respective strengths of State and USAID.

In Pakistan, the U.S. Government aims to help Pakistan become a moderate, stable, democratic country, at peace with itself and its neighbors, while reducing the appeal of violent extremism. This strategy benefits both long-term and short-term development goals. Over the long term, the United States is focused on strengthening the education system, improving health care for families, promoting economic

growth and opportunities, and building accountability in governance. Over the short term, we have used U.S. assistance to respond to immediate needs from the 2005 earthquake and threats in the war on terrorism.

More generally, as evidence of the Secretary's commitment to long-term development, you will find that 51 percent of the fiscal year 2008 request for Department of State and USAID program assistance resources is concentrated in rebuilding and developing countries.

*Question.* Are we on track to meet the President's goal of doubling aid to Africa by 2010? How will our programs address what many see as Africa's limited aid absorption capacity? How would you ensure that increased U.S. aid to Africa results in qualitative development improvements?

*Answer.* Taking into consideration all United States Government funding, including the President's Emergency Plan for AIDS Relief (PEPFAR) and the Millennium Challenge Account, and assuming large increases in fiscal year 2009 and fiscal year 2010, we can double aid to Africa by 2010. Relying heavily on PEPFAR to achieve a doubling of aid to Africa, however, tilts our program toward investing in people, primarily in the health sector, rather than the more broad-based assistance that is necessary to help lift African countries from poverty.

In Africa, the United States Government works with a broad range of partners: host country governments in which there is adequate capacity; civil society, non-profit, and faith-based organizations; and contractors and grantees in every sector to ensure that our funds are effectively utilized.

In each country, we ensure that development results are achieved by relying on our field staff, who are most familiar with conditions on the ground. They design programs whose aim is to move countries along the development continuum, which typically involves programming in a variety of sectors, including economic growth, democracy and governance, education, and health.

*Question.* Please comment on how USAID plans to work with countries to mitigate the present and future impact of climate change in the developing world. What will USAID do to help countries implement international conventions, such as those dealing with desertification and climate change?

*Answer.* Economic development and economic resilience are fundamental to efforts aimed at addressing climate change and desertification in developing countries. Many developing countries are dependent upon climate sensitive economic sectors for employment and growth: agriculture and forestry, fishing, and tourism; there are pressures on food security in many countries already. At USAID, we recognize that specific activities to support economic development can contribute to reducing emissions and increasing resilience to a changing environment. Actions to promote sustainable forest management both reduce emissions and increase resilience to climate change.

USAID's programs include actions to address implementation of these two international conventions (such as improved agricultural productivity, sustainable forest management, integrated coastal zone management, revegetation of degraded lands, and access to environmental data and decision support tools) in its bilateral development assistance efforts. In turn, USAID also applies the lessons learned from these development assistance efforts into the evolution of the international conventions.

For example, USAID has developed a Climate Change Adaptation Guidance Manual that will enable project planners to understand the potential impacts of climate change and to build resilience into development projects. The Adaptation Guidance Manual provides a step wise process for evaluation of climate change impacts applicable in the field; including a primer on climate-related risks, a framework for determining if a specific project is vulnerable, and guidance on interventions to increase project resilience. USAID is developing a map-based tool to facilitate the assessment step in adapting projects to climate change. This simple interface will include detailed data and projections in the background to ease assessment and adaptation.

In Central America, USAID and partners support SERVIR, (an acronym in Spanish for Regional Visualization and Monitoring System), a hub to collect and process climate information, test new and innovative tools, and then apply that information to development problems such as weather prediction, fire monitoring, red tides, and disaster response. USAID has recently begun an enhancement effort to be able to apply the SERVIR model to other regions to support climate resilient development.

Another example of a development program that promotes resilience to climate variability and climate change is the Famine Early Warning System Network (FEWS NET). This system is the product of collaboration among U.S. Government Agencies (USAID, NASA, USGS, USDA, NOAA) and local, regional, and international partners, and provides early warning and vulnerability information on

emerging or evolving food security issues. Professionals in the United States and Africa monitor remotely-sensed and ground-based data on meteorological, crop, and rangeland conditions to identify early indications of potential threats to food security. Operating in 27 countries in Africa, Asia, and South America, the program provides decision makers with the information to respond effectively to drought and food insecurity.

Furthermore, applied agriculture research will help the vital agriculture sector in developing countries to adapt to climate change and desertification. USAID is a major donor to the Consultative Group on International Agriculture Research (CGIAR), which is developing heat and drought tolerant varieties of cereal crops, improving natural resource management and soil protection in semi-arid, sub-humid, and high-rainfall agriculture ecosystems through conservation agriculture and agroforestry.

- Drought tolerant maize and rice developed through both biotechnology and conventional breeding hold enormous promise for achieving economic growth and insulation from shocks (e.g., droughts, floods) in developing countries in South Asia and Africa.
- Improving productivity mitigates the impacts of agriculture on tropical forests and biodiversity by providing alternatives to clearing tropical forests, which reduces emissions and helps adaptation.
- The CGIAR is helping Middle East countries through development and deployment of drought- and salinity-tolerant crops and more strategic management of land and water resources in countries such as Sudan, Syria, Iraq, Pakistan, Afghanistan, and Yemen.

To address desertification, USAID's Global Livestock Collaborative Research Support Program "GOBI FORAGE" is applying forage and animal monitoring technology to pastoral communities in Mongolia. The project addresses rural business development by adapting proven monitoring technologies so that they can be used by Mongolia's livestock producers. These technologies provide timely information on forage conditions to increase lead time for making risk mitigation decisions by herder groups and policy makers. Nutritional profiling to assess and manage livestock performance are being integrated with the forage monitoring technology via other funding sources (Mercy Corps and USDA) to enable herders to make business decisions that enhance profitability within an array of livestock enterprises. Formation of herder alliances for marketing is also being pursued in collaboration with Mercy Corps.

*Question.* At present, there is no high-level leadership accountable for gender analysis within the new foreign assistance structure which would have responsibility for ensuring that gender analysis is fully integrated into foreign strategies and country operational plans, as well as to ensure that specific strategies are directed to improving women's status. Can you tell us how the F Bureau intends to remedy this problem? Could you please outline the concrete steps the F bureau will take to ensure that gender analysis will be incorporated throughout all stages of country program planning, project implementation, and monitoring and evaluation?

*Answer.* The contributions that women make to the economic, social, and political lives of their nations, communities, families, and the next generation make them key actors in effective development, and we are committed to recognizing and encouraging their inclusion in our assistance activities. I am personally interested in encouraging this area.

Promoting a stronger and more productive role for women in development is a priority which demands a broad and flexible approach. The Office of the Director of U.S. Foreign Assistance has taken a number of steps to ensure that gender is considered at each stage of the assistance process. To that end, staff consulted with gender-based advocacy groups in the NGO community about the appropriate integration of gender considerations into our planning and practices. The Foreign Assistance Framework definitions, used to account for and evaluate programs and activities, correspondingly highlight women and girls distinctively where possible and appropriate. For example, one program element on justice systems addresses whether innovations toward equitable access to the justice system are specifically in place for women. With regard to monitoring and evaluation overall, people-level indicators are being disaggregated, to the extent possible, by sex, to best track the inclusion of women and girls in foreign assistance programs.

*Question.* I understand that, under the new reforms, USAID planning and implementation is conducted primarily on a country level. How does that affect planning and budgeting for important programs that often have a regional or global focus, such as environmental or human rights and democracy programs?



Answer. With a view toward improving the fiscal year 2009 process, we conducted an After Action Review (AAR) of the new budget formulation process. In response to AAR feedback, we are making a number of changes to the fiscal year 2009 process. In advance of setting initial guidance levels by country and by global/regional program, roundtables are held by objective to provide an opportunity for functional experts to highlight priorities and needs, and to provide input helpful to determining whether programs should be funded out of country, regional, and/or global budgets. In addition to each country submitting a mission strategic plan (MSP) budget and narrative, global bureaus and regional missions will be asked to submit a budget and narrative for their proposed programs. Each of these inputs will feed into budget setting and allocation. Functional bureaus which are champions for such cross-cutting issues as the environment, human rights, and democracy will participate in regional strategy sessions, assistance working groups, and senior reviews.

*Question.* When disasters require immediate emergency relief, the administration may fund pledges by depleting most worldwide disaster accounts. However, these resources need to be replenished so as not to curtail U.S. capacity to respond to other emergencies. Please prioritize the current top humanitarian crises. What are your views on the major trends in the humanitarian area? Is the agency adequately funding and emphasizing disaster mitigation and prevention instruments that will forestall many humanitarian disasters from occurring? What percentage of the agency's humanitarian resources is dedicated towards prevention-related programming?

Answer. The top humanitarian crises are focused primarily on internally displaced persons (IDPs) who are victims of natural disasters and internal national conflicts. The top recipients, in priority, of humanitarian assistance from USAID for on-going crises so far in fiscal year 2007 are Sudan, Iraq, Somalia, and Congo.

#### TRENDS

##### *Continued Increase in Internally Displaced Persons (IDPs)*

While refugees have crossed an international border and live outside of their own country, the internally displaced are fleeing within their own country. The number of refugees in the world has been falling steadily since the beginning of the 1990s when it was about 18 million, but the number of internally displaced people has increased exponentially. At present approximately 12 million people are living as refugees while between 20 and 25 million are internally displaced. The major reasons for this are conflict and attempts at ethnic cleansing. As an example, while the crisis in Darfur has generated 234,000 refugees it has created 2.2 million internally displaced persons. (If the many people who are internally displaced following natural disasters such as flooding or earthquakes are included in the total figure, the estimated number of internally displaced people is higher.)

The two groups, refugees and internally displaced people, share many similarities. Both have been forced to leave their homes, and their welfare depends to a high degree on assistance from the international community. While well-established frameworks exist for international protection and assistance in the case of refugees, the internally displaced are in principle dependent on the will and ability of their own governments to respect and enforce their rights.

##### *Protection and the USAID IDP Policy*

Among international donors, USAID is at the forefront of the humanitarian community's effort to place greater emphasis on protection across all levels of relief planning and implementation. Vulnerable populations—including women, children, widows, elderly, disabled, and displaced persons—often bear a heavy burden in natural disasters and complex emergencies, having lost family and community support structures and burdened with the effects of poverty and low social status. In insecure environments, women and girls in particular are at risk of sexual exploitation and abuse. Since USAID adopted an agency-wide policy for IDPs in 2004, USAID has worked with the U.N. and Non-Governmental Organization (NGO) partners to implement and strengthen protection activities for vulnerable populations in emergencies. The United States was the first donor government to have a policy on IDPs.

##### *Increasing Food Insecurity*

Related to food aid, the frequency and magnitude of major food crises is increasing due to growing chronic vulnerability. Devastating wars, civil strife and natural disasters have often brought in their wake food problems. But over the last 5 to 10 years, we have seen a significant increase in the numbers of people who are affected by these events, who face total destitution, a loss of household assets and livelihoods, and a chronic exposure to even the most minor of these shocks. Droughts in Africa are becoming more frequent. Where they used to come once every 10 or 20

years, they have recently begun appearing several times in a 10-year period, and more recently still, once in every 2 or 3 years. Emergency food aid needs are increasing and becoming less predictable, due to the fact that conflict and natural disasters regularly afflict and undermine the survival of a growing number of destitute and chronically food insecure people, who are often subsistence farmers, or herders and pastoralists. Despite all that is being done to win the war on hunger, the number of chronically malnourished people in the world continues to rise and stands at more than 850 million today. While the prevalence of undernourishment has fallen in 30 developing countries since the early 1990s, poverty and conflict have contributed to its growth elsewhere. Hunger-related deaths currently run to more than 25,000 each day.

#### *Security of Humanitarian Assistance Workers*

Another major trend with respect to security is a shift in the paradigm used by aid organizations to protect their staff and programs. Traditionally, aid organizations have relied on the "acceptance" model, whereby they rely on local populations who understand and appreciate their activities to provide a level of protection against attack. Organizations are increasingly adopting additional defensive measures to augment their acceptance strategies. Examples include strengthened security management capacity and protocols, more attention to properly equipping and training humanitarian personnel, and enhanced physical security.

USAID continues to be a leader in initiatives to systematically assist NGO and U.N. agencies to enhance their capacity to address security challenges. Examples include funding a Security Coordinator shared by NGOs, security training, support to the U.N. to strengthen their ability to support NGO security in the field, and requiring safety and security plans in grant proposals.

#### *New Technologies To Save Lives*

USAID is supporting innovative approaches to assist those affected by disasters. For example, malnutrition kills thousands of children either directly or indirectly through disease each year. USAID is leading a trend in treating malnourished children through home therapeutic care. Therapeutic home care is called community management of acute malnutrition. With the use of community management of acute malnutrition, thousands more malnourished children will be able to be reached.

#### *Disaster Risk Reduction/Prevention*

Among international donors, there are increased efforts to identify natural hazards and reduce risks in areas that are prone to recurring disasters. Worldwide, USAID is engaged in efforts with the international community to identify and reduce risks of recurring hazards such as floods, drought, volcanoes, and earthquakes.

USAID believes that disaster preparedness and planning provide a high benefit/cost ratio for areas which have recurrent natural disasters. Currently, USAID provides for capacity building, preparedness, and planning activities to disaster prone countries as contingencies allow. The majority of these programs are in the Asia and Latin America region. USAID is working with NGOs and local institutions in Africa as well. Historically, USAID's Office of Foreign Disaster Assistance has funded capacity building and preparedness activities at a level of about 10 to 15 percent of core International Disaster and Famine Assistance funds. In addition, some P.L. 480 Title programs have disaster and mitigation components. For example, in Ethiopia, USAID has worked closely with other donors and the Ethiopian Government to help develop and implement a national Productive Safety Net Program targeted at 8 million vulnerable individuals to reduce current food security while building assets so as to reduce chronic food insecurity.

In order to better utilize our finite resources, USAID's Office of Food for Peace has a new strategy that encompasses both emergency and nonemergency programs within one strategic objective to reduce food insecurity in vulnerable populations. The target groups under the new strategy are populations at risk of food insecurity because of their physiological status, socioeconomic status or physical security and/or people whose ability to cope has been temporarily overcome by a shock, disaster or setback. In addition, over the past 4 years, USAID has used the resources available under the Famine Fund to support innovative investments targeted to the root causes of famine.

*Question.* Why, as the SIGIR has reported, did USAID have only one contracting officer and one technical officer to oversee 20 Iraq projects worth \$1.4 billion? What is USAID doing to ensure adequate oversight of its Iraq activities?

*Answer.* USAID believes it had adequate staff to fulfill its responsibilities to manage the contract and ensure accountability. USAID had assembled a team of 23 pro-

professionals tasked with monitoring Bechtel's activities and providing recommendations to both the contract officer and the cognizant technical officer—far more than the two referred to in the audit report. This team was composed of United States expatriates, local Iraqi engineers, and staff from the United States Army Corps of Engineers (USACE) who were co-located with USAID.

Bechtel's contract required that it provide USAID with weekly and monthly progress reports on each job order, with detailed information on their status and financial implications. USAID personnel reviewed these detailed reports vigorously. USAID also maintained a schedule of weekly monitoring trips to the field sites despite the security challenges. The Defense Contract Auditing Agency (DCAA) questioned less than 1 percent of Bechtel's costs on its completed audit.

USAID agrees with SIGIR that there are a number of valuable lessons that can be drawn from USAID's experiences managing the Bechtel contract. As SIGIR states them in the report, USAID has no argument, in principle, with any of these three "lessons learned" which states that strong contract administration and adequate staffing are critical to success, that a clear understanding and review of costs are important to contract management and that minimizing support costs makes more money available for reconstruction.

*Question.* One problem faced by the Provincial Reconstruction Teams (PRTs) in Iraq has been staffing them with experts in agriculture, local government, and economics—the types of skills that USAID normally provides. What is the current status of USAID staffing of the PRTs? Is USAID responsible for providing these specialized technical skills? If so, what is being done to ensure that current deficiencies are addressed?

*Answer.* USAID has completed Phase I and II of its commitments for the civilian surge 2 months ahead of schedule and has already proceeded to recruit and deploy PRT staff for Phase III originally scheduled for December 2007.

USAID PRT staff currently comprise of 10 USAID senior Foreign Service officers, 12 technical experts, and 20 technical specialists in local governance and economic development, all on the ground in Iraq. We will reach our commitment to provide a total of 55 experts and senior staff for the PRTs well before the end of the year deadline.

USAID has been very fortunate in attracting a cadre of very talented development professionals to work in Iraq. USAID draws on a number of sources for its staffing: our cadre of Foreign Service officers, the civil service staff from Washington, missions around the world, a large pool of retired USAID employees, and experts from the private sector willing and able to contribute to our efforts. As people leave Iraq, we recruit through our internal assignment process, through appeals to other USAID missions, and through public solicitations for services. The interest in our programs is strong, as demonstrated by the number of applications we receive for each position advertised.

*Question.* What role did you have in planning for implementation of the Western Hemisphere Travel Initiative? Why do you think the Department was unprepared for the volume of passport applications that resulted?

*Answer.* In my role as Under Secretary for Management, I followed planning for implementation of the Western Hemisphere Travel Initiative (WHTI), and ensured that the Bureau of Consular Affairs (CA) had the resources necessary to meet the challenge.

Long before I began my current position in the summer of 2005, CA had begun preparing for an anticipated increase in passport demand that would result from provisions included in the Intelligence Reform and Terrorism Prevention Act passed in December 2004. To better analyze the likely demand, CA held consultations with the Department of Homeland Security (DHS) and other Federal agencies, analyzed our historical data and projections, and requested a study by an independent management consulting firm. Based on that analysis and review, we predicted that we would receive approximately 16.2 million passport applications in fiscal year 2007. Through 2005 and 2006, we steadily expanded our capacity to process applications and issue passports. We hired over 2,500 employees in passport services in less than 3 years. Those include passport adjudicators, fraud prevention managers, line supervisors, and the contractors who perform nongovernmental support functions. We opened a fourteenth public counter passport agency in Denver in 2005 and expanded the physical capacity of our agencies in Boston, Chicago, Houston, New Orleans, and Seattle. Our two large passport production centers in New Hampshire and South Carolina ramped up and increased their hours dramatically. Today they work three shifts per day. We also added additional shifts at several of the other passport agen-

cies. Finally, in March 2007, we opened a third large facility in Arkansas, which will be able to print 10 million passports per year.

We projected we would receive 16.2 million passport applications in the course of fiscal year 2007, but we are now on pace to receive approximately 17.5 million—almost a million and a half more than we projected. This experienced group did not predict the record-setting, compressed demand that began last January, when applications increased dramatically in a very short time frame. In the final months before WHTI implementation in December 2006, we received approximately 1 million applications. Then receipts spiked sharply: 1.8 million in January, 1.7 million in February, 2 million in March—5.5 million applications in a very short period of time. This is approximately double any historical levels experienced. Our receipts far exceeded our ability to keep pace with them in the traditional timeframe. As a result, our average processing time lengthened from 6 weeks in December to 10 to 12 weeks. We are at 9 to 10 weeks today.

*Question.* When were you first alerted to the significant increase in passport applications and the fact that processing times were increasing? What measures did you take in response?

*Answer.* I followed planning and implementation of WHTI, and, when processing times had increased to ten weeks, Secretary Rice and I worked to meet the current challenge. Secretary Rice contacted DHS Secretary Chertoff to work out the modalities of the flexible accommodation for re-entry into the United States. In addition, Deputy Secretary Negroponce and I on several occasions have publicly exhorted Department employees to volunteer for passport task force duty.

The root of our current situation is the workload that built up when 5.5 million applications arrived within about 10 weeks. This far exceeded our ability to keep pace within our traditional timeframe. Average processing time lengthened from 6 weeks in December, to 12 weeks in late spring.

I was personally involved in the efforts to manage this unanticipated workload to help CA work on every part of our supply chain. I made calls to OPM and secured approval to waive restrictions that impeded the return of civil service annuitants to help process the work. I have had numerous conversations with our partners at Citibank and at AT&T to ensure that, at the highest level of their organizations, the urgent need to address the problem was clearly communicated. I personally engaged the Public Printer last year to request extra shifts to allow GPO to meet our need for a higher volume of passport books. Within the Department I took every step needed to ensure that CA had the funding and support it needed to hire, train, and rapidly expand workspace for new employees.

The Department is committed to return to a predictable 6-week process while maintaining the security needs of our nation. Over the past several months we have brought on hundreds of extra passport adjudicators and passport staff, set up around-the-clock operations at passport processing centers, and added telephone lines to respond to passport queries. The statistics of the past month are positive, and we expect to meet our objective of returning to normal processing time for routine applications (6–8 weeks) in September.

*Question.* What do you regard as your top three achievements as Under Secretary?

*Answer.* The three achievements that I am most proud of are the technology gains the management team has brought to the personnel of the Department at home and overseas, the successful Global Repositioning launch and continuation, and the new Foreign Service selection process. All of these initiatives reflect our future, and they are the strong foundations on which we will build our future.

On the technology gains, we have worked hard to bring the Department of State into the 21st Century so our people can access information they need and communicate anytime and from any where. Technology is essential to how American diplomacy will operate worldwide in the 21st Century. One innovative way to expand our presence is what we call a Virtual Presence Post, or VPP. A VPP is more than just a Web site, it is a tool for mobilizing available diplomatic resources (travel by mission officers, programs, media, and technology) to build our engagement with a target community where we have no permanent facilities. To date we have established 40 VPPs worldwide, with more than 20 more currently in the planning phase.

In addition, because diplomacy entails travel and mobility 24/7/365 in a global enterprise, our vision is to provide full, reliable access to all needed knowledge and computing resources at anytime from anywhere in the world. Today over 8,000 Department employees are mobile computing users, able to access our global unclassified network via standard end-user devices such as laptop computers and Personal

Digital Assistants. This is a number that is increasing daily. Two years ago, only a handful had access to these mobile computing tools.

We are also taking advantage of technology in our training program. Distance learning allows us to provide cost effective, just-in-time training to our workforce, anywhere/anytime training in 24 time zones. In the past 4 years the number of distance learning completions has grown from 1,697 in 2002 to over 11,000 in 2006—a more than fivefold increase. This number will grow even more in 2007.

Second, global repositioning of personnel is at the heart of Secretary Rice's bold Transformational Diplomacy initiative. The post cold war world we live in is changing rapidly and we must confront new global challenges at an accelerated pace. In particular, transnational threats such as terrorism, disease, climate change, international criminal cartels, drug trafficking and trafficking in persons have become important elements of international relations.

Global repositioning is a comprehensive, long-term plan for a phased repositioning of more personnel and resources to our posts overseas; once fully implemented it will change 10 percent of our overseas presence. We have begun the phases of global repositioning out of the resources we currently have and thus far we have shifted largely from Washington and Europe 285 positions, 82 percent of which are core diplomatic positions. About half of the overseas positions are distributed throughout East and South Central Asia, principally in China and India, but there were also significant increases for the Near East, African, and Latin American regions. These positions focus on transformational issues such as nonproliferation, counterterrorism, democracy-building, and getting the United States message out to local Muslim communities.

Our repositioning plans include positions for a number of American Presence Posts, which are one person posts with only a few local employees and located in important cities outside national capitals. These smaller posts allow the Foreign Service officer to communicate closely with people of the host nation and get involved with carrying the American message to local regions and communities.

Third, the Department of State has inaugurated an improved process for selecting Foreign Service officers who staff our embassies around the world. The process is now a year round multi-step recruiting system that evaluates the total person through a streamlined online written exam, personal evaluations, and interviews, thus retaining or even raising current high recruitment standards that will help us bring in new officers quickly and eliminate the 1–2 year waiting period. The first online exams under this new system will take place in September.

To begin the registration process, the candidates go online and fill out an application form that gathers basic personal data, including education and employment history. The second part of the online registration is the personal narrative, in which candidates respond to six questions, each linked to one of the competencies necessary to perform Foreign Service work. The competencies are leadership skills, managerial skills, interpersonal skills, communications skills, intellectual skills, and substantive knowledge.

After completing registration, candidates will be authorized to schedule a Foreign Service Officer Test appointment on a first-come, first-served basis according to when their registration package was received. The test will be computer-based and administered at proctored test sites across the country. The nature and difficulty of test questions remain unchanged from the pencil-and-paper test of past years, and the test still includes a written essay. The test will be given four times a year beginning this September.

Consideration of the candidates who pass the written exam will be carried out by the qualifications evaluation panel (Panel). Complete files of each candidate that include their application form, responses to the personal narrative questions, written test score, and essay scores, will be reviewed and evaluated by panel to determine which candidates will be invited to the oral assessment. The oral assessment process will remain unchanged.

We anticipate these changes will bring in the rich diversity of America which is a requirement in our new global engagement. We also anticipate those changes will bring the speed and modernization necessary for top recruiting in today's world.

Last, I would like to add one more accomplishment that gives me immense personal satisfaction. I am very proud of the dedicated women and men of the Department who worked around the clock at home and overseas and assisted 15,000 Americans to depart safely and without injury from Lebanon last summer in the wake of accelerated tensions that resulted in conflict. We did not lose one American and, in fact, we gained a brand new one in the process, born on board a ship. The Bureau of Consular Affairs, teamed up with a number of Department functional and regional bureaus, and the Department of Defense to successfully transport our citizens home to safety and their loved ones.

*Question.* What do you regard as the top three issues where you have failed to complete or fulfil the objectives you set out? In your judgment, why did these efforts fall short?

*Answer.* The three things on which I have been working hard to accomplish, but we have not yet completed are getting Foreign Service pay reform passed, closing the shortfall in resources for State Department operations, and ending the passport backlog.

On Foreign Service pay reform, the State Department and I personally made a strong effort within the administration to have the funding included in our fiscal year 2007 budget request (and now again in our fiscal year 2008 budget request) and to get the authorization language approved. We worked closely with other agencies, Senate and House staffers, and the American Foreign Service Association for months in 2006 to reach a proposal acceptable to Congress, the administration, and AFSA.

However, despite this effort, we were unable to get the pay reform authorizing legislation passed late last year. We are trying again this year, and I very much hope we can achieve this goal. The officers of the State Department, USAID, and the other foreign affairs agencies below the senior level who now take, in effect, an 18.6 percent pay cut when serving overseas deserve better, especially given the difficult and dangerous conditions in which many of them work.

One of my top goals has been to get the necessary resources for State Department operations, in particular for staffing aimed to support Secretary Rice's Transformational Diplomacy initiative and related training, especially in critical languages such as Arabic, Chinese, and Farsi. The Department needs the resources requested by the President to pursue diplomatic solutions to challenging national security issues around the world. Moreover, our diplomatic platform—which supports more than 70,000 United States Government employees from more than 40 agencies at over 260 posts worldwide carrying out America's diplomatic and foreign assistance mission—must be properly staffed, fully trained, and adequately supported with the critical infrastructure, including IT, personal security, and secure facilities required to get the job done.

We have not successfully convinced Congress how essential this funding is. The annual appropriation for the Department's principal operating account—Diplomatic & Consular Programs (D&CP)—has been underfunded, relative to the President's request, by more than one-half billion dollars altogether over the past 4 years, including the last 2 years while I have been Under Secretary. This—plus annual inflation and exchange rate losses—has had a significant impact on the Department's operations worldwide.

Third, this year we have not fulfilled our promises to American citizens to provide them with passports within the traditional 6 to 8 week standard. In fact, our average processing time had doubled to about twice that. The Bureau of Consular Affairs, based on consultations with other United States Government agencies and a study by an outside management consultant, began preparing for an expected increase due to the provisions of the Intelligence Reform and Terrorism Prevention Act which was passed in December 2004. Since becoming Under Secretary in August 2005, I have followed the planning and implementation of the Western Hemisphere Travel Initiative and our preparation to deal with the expected increase in passport demand. Many steps have been taken over the past 2½ years to deal with what was projected to be a 33 percent increase over fiscal year 2006, including hiring over 2,500 employees in passport services, adding to our physical capacity, and increasing the hours of work substantially. Nevertheless, with an increase for fiscal year 2007 now projected at 45 percent and a large spike in applications in the first 3 months of this calendar year—double any historical levels experienced for that period—our passport offices were unable to keep up with the surge of applications and have seen a substantial backlog develop. We have been taking many steps to get passport processing time back to our traditional standards, and we are now seeing good progress toward that goal.

*Question.* What are the most pressing human rights issues on which you think USAID should work? What are the most important steps you expect to take to promote human rights and democracy? What do you hope to accomplish through these actions?

*Answer.* USAID's democracy and governance programs address four global democracy challenges: promoting freedom and political competition in authoritarian states; preventing or addressing democratic backsliding; assisting governments in consolidating democracies; and strengthening democratic legitimacy and stability in conflict and post-conflict states. Human rights is a key component to addressing these challenges, especially in authoritarian states where the state regularly denies its

citizens' fundamental rights like personal security, freedom of expression, and the right to dissent. Therefore, human rights is addressed throughout the USAID portfolio. In the more narrow sense, \$90.3 million was spent in fiscal year 2006 to support a wide variety of human rights activities: public awareness campaigns; civic education, promoting tolerance and religious freedom; increasing access to justice for women, the poor, indigenous groups and the disabled; reducing government repression of nongovernmental organizations; increasing the sustainability of human rights organizations and improving their ability to monitor, report and advocate against abuses; providing legal defense for human rights defenders and victims of human rights abuses; caring for victims of torture; training the judiciary to respect human rights; and combating violence against women and children.

The specific steps that USAID will take to promote democracy depend on the context of the countries in which we work. The same is true of human rights, as human rights protections are only as strong as a nation's political institutions as a whole. Political change happens at the country level, so USAID democracy programs are strategically designed to address the most significant impediments to democratic progress.

In authoritarian states, this would mean a focus on supporting civil society, independent media, and democratic political movements. For example, in Egypt, USAID is building the management capacity of human rights organizations, helping civil society organizations campaign for greater freedom, strengthening independent media, promoting freedom of expression, and facilitating dialog on opening the political system to independent, democratic political parties.

In consolidating democracies, the bulk of the assistance would be geared to strengthening democratic government institutions like the courts, parliaments, and local governments. In Albania, for example, USAID is promoting judicial inspectorates as a means for courts to check abuses of power and working to deter official corruption by professionalizing and reforming prosecutorial units. USAID also is facilitating local government decentralization and anticorruption reforms to improve government accountability.

In complex emergencies and post-conflict settings, an urgent concern is the protection of civilians against targeted violence. In Darfur, USAID is combating the widespread use of rape as a weapon of war through programs to improve physical safety, monitor and investigate violations, hold perpetrators accountable through the justice system, and address the root causes of the violence.

Internally displaced persons (IDPs) are often particularly vulnerable to human rights abuses. USAID supports a wide range of programs for IDPs and other highly vulnerable groups including combating sexual exploitation and abuse, protecting children, delivering counseling and health services to survivors of violence, and conducting training and advocacy. In order to address human rights issues at the onset of a complex crisis, USAID's Disaster Assistance Response Teams (DARTs) include Protection Officers alongside the traditional humanitarian relief specialists. In cases where widespread human rights abuses threaten to derail critical transitions toward peace or democracy, USAID offers rapid, short-term, flexible assistance to promote security and respect for human rights and the rule of law, and to help transitioning societies establish accountability for past or ongoing atrocities.

In post-conflict settings, reconstruction and the development of basic governance would also be a priority. In Afghanistan, USAID, in cooperation with other United States Government agencies, is strengthening nascent democratic institutions at the national and subnational levels including the executive branch, Parliament, the judicial and correctional systems, the police, and civil society. Some programs are linking the formal justice sector with informal customary justice systems, and improving justice at the provincial level. Other programs focus on stabilizing the country and integrating conflict mitigation, peace, and reconciliation initiatives into rural reconstruction programs.

Like democracy programs, the specific results we hope to achieve depends on the country context. Most generally, we aim for broad democratic progress of the type that is measured by Freedom House, but our specific programs are often more narrowly focused. Democratic development is often a long-term process because success means challenging powerful entrenched interests in the countries where we are working. However, a recently completed study by Vanderbilt University has shown that every \$10 million of USAID Democracy and Governance funding produces a fivefold increase in the amount of democratic change in a given country, in any given year, as measured by the Freedom House Scale. Rapid change is the exception, rather than the rule. However, USAID is able to directly impact the long-term democratic progress in countries where we work. The work that USAID does is complemented by others within the U.S. Government, such as Department of the State Bureaus of Democracy, Human Rights and Labor, and International Narcotics and Law En-

forcement. USAID also closely coordinates its democracy work with bilateral and multilateral donors.

*Question.* If confirmed, how will you assure that providing long-term assistance in the areas of democracy and governance continues to be an organizational priority in all regions where USAID works? What will you do to advance and expand the mission of the Office of Democracy and Governance?

*Answer.* Since the second inaugural address and the launch of the Freedom Agenda, the promotion of democracy and governance has been a top priority of the United States. Subsequently the National Security Strategy of the United States and Secretary Rice's Transformation Diplomacy Goal both highlighted the importance of democracy. USAID is a vital part of the successful implementation of the National Security Strategy and Transformational Diplomacy, so I will ensure that USAID will continue to support democracy and governance for those reasons. Moreover, experience has shown that USAID's broader development goals such as poverty reduction, basic education, etc., will not succeed without functioning and accountable governments in the countries we work. Therefore, we will try to not just focus on country or regional budgets, but also provide adequate program and operating resources for democracy programs. As of 2005, USAID had approximately 400 democracy staff worldwide and we currently manage approximately 75 percent of all U.S. Government democracy assistance coordinated by F. The total fiscal year 2008 request for democracy and governance is 17 percent greater than the fiscal year 2006 actual appropriation. Moreover, USAID constantly seeks to innovate in its democracy work. USAID was the first donor to focus on corruption, which is now acknowledged as perhaps the central development issue for democratic and economic governance. We are now beginning to expand our work in security sector reform and community policing. USAID also is managing large Millennium Challenge Corporation threshold programs. Finally, USAID is leveraging its democracy work by building elements of democracy into the work done in other sectors, with a particular focus on transparency, accountability, and participatory government.

Central to the success of USAID democracy promotion efforts is a strong Office of Democracy and Governance. This Office is charged with providing technical support to USAID missions and embassies with the design, measurement, and implementation of democracy programs; conducting cutting edge research; training and development of the USAID democracy cadre; and managing global democracy programs. The staff of the Democracy and Governance Office have played a vital role in the development of the U.S. Foreign Assistance Framework, as well as with the establishment of country-level democracy strategies and budgets. I am fully committed to ensuring that the office receives all of the resources it needs to do its job and I will continue to rely on this office to inform the decisions I make as both administrator, if confirmed, and Director of Foreign Assistance.

RESPONSES OF HENRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR BILL NELSON

PASSPORT PROCESSING

*Question.* In response to Questions for the Record from her June 19 testimony before the Foreign Relations Committee about refunding the expediting fee to passport applicants who applied for expedited passports but did not receive expedited service, Assistant Secretary Maura Harty assured the committee that: "The Department is currently reviewing procedures to refund expedite fees. We are evaluating the best process for returning funds to applicants. We anticipate we will be able to publicize the new procedures on our Web site in the next several days. Everyone who requests expedited service had their application moved to the front of the line. Regrettably, that did not always result in completion in the stated timeframe. As our Web site states, anyone who paid the expedited fee and does not believe they received expedited service can apply for a refund."

Despite Ms. Harty's response to my question, the Department has still not publicized new procedures for refunding the expedited fee. You testified to the committee that you have "several options" for refunding these fees.

- What options is the Department considering for processing the refund?
- How and when will the Department choose which option to implement?
- Why, despite Assistant Secretary Harty's testimony that this would happen within several days of the passport hearing, has the Department not yet publicized new procedures for processing refunds?



Answer. After we examined several options to determine when and if to provide refunds for certain expedited applications, I determined that the most effective policy would be to continue to have applicants apply for refunds when they have reason to believe that they did not receive expedited service. The State Department will then address each refund request carefully on a case-by-case basis.

As of July 18, 2007, a total of 3,829,913 expedited passport requests have been received and acted upon in calendar year 2007; our passport agencies and passport centers have issued 2,716,448 expedited passports, 71 percent within 3 business days of receiving the applications. A total of 3,286,751 passports (86 percent) were likely to have been in customers' hands within 3 weeks of them having applied, the period outlined on the State Department Passport Web site.

A total of 543,162 expedited passports out of 3,829,913, approximately 14 percent, were not processed within 3 weeks. Even then, these individuals still received expedited treatment and most had their passports in hand by the date they specifically requested on their application. In the face of unprecedented demand (more than 40 percent increase over last year), those who requested expedited service did receive priority over the millions of other Americans who applied for passports at the same time. The expedited applications were automatically given a higher priority in the queue; these individuals received much faster service than the applicant who did not pay for expedited service and whose wait climbed at one point to 12 weeks.

To further ensure expedited service, the Department has been paying for expedited passports to be mailed via FEDEX and has not, unlike past practice, asked customers to cover this additional cost.

In reaching the conclusion to refund on a case-by-case basis, there were several options.

The first would be to issue no refunds at all given the unprecedented demand. This option did not merit consideration.

The second would have been to refund the fee paid by every applicant who requested expedited passport service, regardless of how fast the requester received the passport. We do not believe that providing a blanket refund automatically to all applicants would be either appropriate or equitable.

A third option is to provide refunds to applicants who did not receive their passports by the date they requested on their application. The Passport staff was constantly re-sorting and queuing applicants in order to provide those with the greatest/earliest need the fastest service. Thus, while some applications were not processed within 3 days, the passport was still received prior to the date the applicant requested.

A fourth option could be to have those who paid the fee and believe they did not receive expedited service request a refund. Our Web site already contains instructions on how to apply for a refund via e-mail. We will review each request thoroughly and provide timely refunds to those who meet the requirements.

#### COOPERATIVE ASSOCIATION OF STATES FOR SCHOLARSHIPS (CASS)

*Question.* The Cooperative Association of States for Scholarships (CASS) has operated—with USAID support—for over 20 years bringing students from the Caribbean, Central America, and Mexico to study at a network of United States community colleges and other postsecondary institutions. The program includes three institutions in Florida (Hillsborough Community College, Florida Community College, and the University of South Florida) with which I am very familiar. Foreign students receive technical training in fields particularly relevant to the development needs of their home countries.

Last November, USAID received from the Center for Intercultural Education and Development, a proposal for a new 5-year cooperative agreement for the program's continued operation. As I understand it, because of the lead time necessary to work with USAID missions to identify quality candidates in the various countries and to proceed with selection and placement at U. S. institutions, renewal needs to be complete by the fall to avoid unnecessary costs associated with entering a close-down mode and then restarting.

Could you provide me your insights as to the status of the CASS renewal proposal?

Answer. USAID has received an unsolicited proposal for the amount of \$50 million to extend funding for CASS another 5 years beyond fiscal year 2007. While CASS has been an outstanding program, the global need for educational support demands that the United States invest its education resources elsewhere. Even within Latin America and the Caribbean, competing and higher strategic priorities in the region, such as Colombia, Haiti, CAFTA-DR directives, Cuba, and the Andean program absorb our limited resources. Further, the CASS program has been in effect

for over 20 years; generally it is USAID policy that assistance awards to U.S. organizations should not be extended beyond 10 years from the original award without full and open competition. Therefore, even if resources were made available, USAID policy would favor an award based on open competition.

#### IMPROVING USAID'S CAPACITY AND EFFECTIVENESS

*Question.* We recognize that USAID has constraints on the number of technical staff as a result of its OE budget, yet we also recognize that lack of sufficient technical staff is one of the key drivers of the over-use of umbrella contracts and for-profit contractors . . . with the result that contractors manage programs that USAID does not have the staff capacity to manage directly. We understand USAID provided an estimate of the number of technical staff it would need in order to reduce its dependency on contractors.

How can we use the opportunity presented by the larger issue of restructuring to remedy USAID's overdependence on inexperienced contractors?

*Answer.* This is an excellent question that reflects one of the real challenges to our reduced operating budgets. USAID determined, based on information contained in the 2004 Annual Report, that the best performing project had a ratio of \$1.3 million of funding per USAID permanent technical staff. On the other hand, average performing projects had a ratio of over \$3 million per person.

USAID is moving to reposition and assign Foreign Service officers to understaffed missions and missions in strategically important countries as well as to better utilize regional platforms based on the principles of USAID's Workforce Planning Model. While this will not alleviate the broader concern of insufficient staff to completely reduce involvement by contractors, it will better position the USAID talent pool to meet the critical management and leadership needs of the foreign assistance program.

*Question.* Microcredit has helped millions of very poor people move out of severe poverty. Microenterprise legislation passed in 2004 required that USAID ensure that at least 50 percent of microenterprise funding benefits the very poor (people living on less than \$1 a day). The law mandates that USAID create, or certify, poverty-measurement tools in order to ensure this allocation of resources. I am pleased to learn that USAID has certified some poverty-measurement tools in the beginning of this year and is working to certify more.

Can you please tell me how you will work to make certain that USAID successfully implements the Microenterprise Results and Accountability Act of 2004?

*Answer.* Since passage of the legislation, USAID has been working vigorously to develop and certify accurate, practical, and low-cost poverty assessment tools, in consultation with both technical specialists and microenterprise organizations. USAID has now certified poverty assessment tools for 17 countries, and is on the verge of issuing guidance to all USAID-funded microenterprise organizations in those countries and to the USAID Missions that will help coordinate their efforts. All affected organizations will report the results of their poverty assessments through the Microenterprise Results Reporting system, with which they are already familiar.

Country coverage will be expanded as additional tools become available. One emerging challenge is that many countries do not publish the household survey data needed to calibrate poverty assessment tools. Developing tools for those countries will require USAID to collect its own household survey data—a much more expensive and time-consuming proposition than analyzing existing data.

USAID has also conducted four intensive training sessions in the use of the tools—one for U.S.-based microenterprise networks, and the remainder in Africa, Latin America, and Asia. Through the FIELD-Support cooperative agreement, USAID will sponsor training in October at the SEEP annual conference in the Washington, DC, for implementing partners. Further, USAID is developing an Internet-based training program, which will be free and accessible worldwide. This Internet-based training will be added to the Internet-based help desk providing assistance to partners in English and Spanish.

By requiring our partner organizations to use the certified poverty assessment tools, USAID will obtain a clear idea of how effective our programs have been at targeting individuals who are very poor. Based on those results, USAID will then be able to consider what programs have best been able to achieve our goals and what programmatic changes, if any, may be needed.

*Question.* Also, can you please discuss how USAID might translate such poverty-measurement tools into its other programs in order to help track and ensure that appropriated development funds reach the very poor?

Answer. USAID has already considered the application of poverty assessment tools to other programs and will continue to look for cases in which the benefits of doing so outweigh the costs. Poverty assessment tools may well be applicable in certain humanitarian relief or social protection programs, in which food or commodities are distributed directly to households. In such cases, poverty assessment tools might be useful to verify that program benefits are reaching the intended households. In contrast, poverty assessment tools may be less useful as a means to target program resources: targeting such benefits on the basis of answers to survey questions raises considerable risk of misreporting, thereby undermining the reliability and integrity of the results of the poverty assessment tools.

I should also like to point out that, in addition to poverty assessment tools, USAID is actively working with its partners to develop broader measures of social performance. Social performance provides a holistic means to support USAID's efforts to reach the poor. Social performance considers not only the poverty level of clients, but also how well products are designed to meet the needs of the poor, how well organizations reach out to communities, and if staff members of partner organizations are well trained to serve poor and very poor clients. Social performance measures are broadly applicable both for microenterprise programs and for programs of other types.

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RESPONSES OF HARRIETTA H. FORE TO QUESTIONS SUBMITTED  
BY SENATOR BARACK OBAMA

*Question.* I am concerned about evidence that White House aides conducted political briefings for U.S. diplomats that included, among other things, analyses of Congressional and gubernatorial races in this country. In one instance, according to press reporting, State Department officials attended a meeting at the White House at which political officials discussed key House races for 2002 and media segments that were deemed important for President Bush's reelection in 2004.

- What do you think about the appropriateness of these political briefings?
- How will you ensure such briefings do not occur again at USAID if you are confirmed as the next administrator?

Answer. As you know, the briefings for USAID staff were conducted prior to my appointment as acting administrator. The White House has expressed the view that it is appropriate for White House officials to provide informational briefings about the political landscape and its potential impact on our legislative relations to Federal agency appointees whose job it is to implement the President's policies.

I certainly commit to reviewing and, if need be, revising, existing guidelines and policies at USAID, and to ensuring that any similar activities proposed to me are acceptable under all appropriate laws, regulations, and policies before I would approve them. I will also ensure that political appointees at USAID are thoroughly briefed by our agency ethics officer on the Hatch Act and its requirements.

