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Issued monthly at the rate of \$3.00 a year, 25 cents a copy, by the American Foreign Service Association, 1908 G Street, N. W., Washington, D. C. Entered as second-class matter at the Post Office in Washington, D. C., under the Act of Msrch 3, 1879.
Printed in U.S.A. by Monumental Printing Com-pany. Baltimore.

1 1 1 published monthly by THE AMERICAN FOREIGN SERVICE ASSOCIATION AUGUST 1955 Volume 32, Number 8

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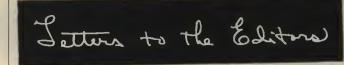
COVER PICTURE: At Tewayuca Pyramid, in Mexico. Photo by Kurt Severin

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CORRESPONDENCE TRAINING

Stockholm, Sweden June 14, 1955

To the Editors,

FOREIGN SERVICE JOURNAL:

The Department in its object of "developing and utilizing to the fullest extent possible the skills and experience of all officers of the Foreign Service (CA-7599, May 4, 1955) is, I believe, overlooking an important type of training. I refer to correspondence courses.

As far as I am aware the only correspondence course now available to members of the Foreign Service is the course *Emergency Management of the National Economy* issued hy the Industrial College of the Armed Forces which was offered last fall. Yet there must be many more such courses that would offer valuable background training to present and prospective officers.

To my personal knowledge the Department of the Navy offers two courses in International Law and one in Foundations of National Power. The Army, through the Command and General Staff College and the Air Force through the Air University must offer other courses of general interest and benefit to members of the Foreign Service. I believe that the Institute using these and other sources of prepared courses could build up a library of from 30 to 50 correspondence courses which could be offered free or at a nominal cost.

Such a service, aside from its benefit to the individual, has at least four advantages. First, it should require no new facilities nor should it require much additional staff to administer it. Second, this type of training, admittedly limited, requires no orders, absence from one's post, travel or per diem costs. Third, the training can be taken at any time and at any post in the world. Lastly, but importantly, because the Department should be able to obtain the courses at nominal cost and the service could be easily administered by the Foreign Service Institute, this program should be fairly "appropriation proof."

Paul Baxter Lanius, Jr.

Editor's Note: The Foreign Service Institute informs us that it already has plans for correspondence courses under consideration. The JOURNAL hopes to carry further details of these plans in an early issue.

IS LATER RETIREMENT POSSIBLE

Foreign Operations Administration May 27, 1955

To the Editors,

FOREIGN SERVICE JOURNAL:

Several years ago you wrote me, as a former Foreign Service officer, asking what I was doing. I did not answer at the time because I was doing nothing and rather regretted it. Since then, however, I have for a limited time, worked for a Government Agency in Europe and I am now temporarily a Consultant in the Foreign Operations Administration.

(Continued on page 14)



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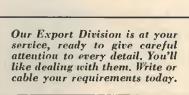
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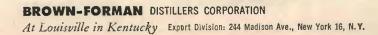
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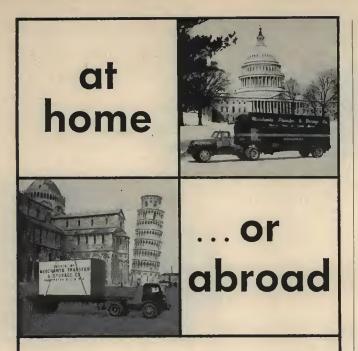
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War College Assignments

Assigned to the National War College for the coming year are the following Foreign Service and Departmental officers: BEN H. BROWN, THOMAS P. DILLON, HENRY H. FORD, EDWARD L. FREERS, RICHARD FRIEDMAN, MARSHALL GREEN, GUY A. HOPE, EDWARD A. JAMISON, WILLIAM L. KRIEG and RAYMOND G. LEDDY. Also GEOFFREY W. LEWIS, EDWIN W. MARTIN, CHARLES R. MOORE, SAMUEL T. PARELMAN, DAVID H. POPPER, STUART W. ROCKWELL, HENRY T. SMITH and HORACE G. TORBERT, JR. HENRY S. VILLARD will be Deputy for Foreign Affairs succeeding JOHN D. HICKERSON.

Assigned to the Naval War College is STERLING J. COT-TRELL. NORRIS HASELTON will be faculty advisor there. JOHN A. CALHOUN is assigned to the Air War College, with GRAHAM MARTIN as faculty advisor. A. DAVID FRITZLAN has been assigned to the Army War College, where RICHARD W. BYRD will be faculty advisor. HARLAN P. BRAMBLE has been assigned to the Industrial War College, with KENNETH A. BYRNS assigned to the Canadian Defence College.

Ninth Selection Boards Convene

Five Selection Boards convened in late June to evaluate the performance of all members of the Foreign Service Officer Corps for the purposes of promotion, selection out, training and assignment. These are the first Boards to be convened since the Wriston Committee's report was accepted by the Secretary late last June. The Boards will be is session about two months.

A list of members and observers for each of the five boards follows:

Board A: members, CHRISTIAN M. RAVNDAL, Minister to Hungary; HERBERT S. BURSLEY, Foreign Service Inspector; JOHN D. HICKERSON, Deputy for Foreign Affairs, National War College; ADAM SUTCLIFFE, Inventor, Former Treasurer and General Manager, The Adam Sutcliffe Company; John Brophy, Coordinator CIO World Labor Fund. Observers on Board A are Herman B. Byer, Department of Labor, and G. Harold Keatley, Department of Commerce.

Board B: members, LESTER D. MALLORY, Ambassador to Jordan; JOHN WESLEY JONES, Director, Office of Western European Affairs; JOHN H. BURNS, Consul General at Frankfort; GEORGE J. RICHARDSON, Secretary-Treasurer, International Association of Fire Fighters, American Federation of Labor. Observers on Board B are Frederick R. Schoenborn, Department of Labor, and G. Harold Keatley, Department of Commerce.

Board C: E. TOMLIN BAILEY, Counselor of Embassy at London; AARON S. BROWN, Counselor of Embassy at Lisbon; THOMAS K. WRIGHT, First Secretary of Embassy and Consul at Brussels; RODNEY L. MOTT, Professor of Political Science (Continued on page 8)

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NEWS TO THE FIELD (from page 6)

and Director, Division of Social Science, Colgate University. Observers on Board C are Samuel M. Justice and E. Willis Whited, Department of Labor, and Dr. Serge G. Koushnareff, Department of Commerce.

Board D: EDWARD E. RICE, Consul General at Stuttgart; LEON L. COWLES, Foreign Service Inspector; WILSON T. M. BEALE, JR., Officer in Charge, United Kingdom and Ireland Affairs, Bureau of European Affairs; HERBERT M. BRATTER, Free-Lance Writer and Consultant on International Financial and Economic Affairs. Observers on Board D are Mrs. Margaret Sheridan, Department of Labor, and Arley Caudill, Department of Commerce.

Board E: MISS CONSTANCE R. HARVEY, First Secretary of Embassy and Consul at Bonn; HOUSTON S. LAY, Deputy Director, Office of Special Consular Services; DON V. CATLETT, International Economist, Office of Philippine and Southeast Asian Affairs; FRANCIS E. SIMMONS, Manager, Washington Office, American Viscose Corporation. Observers on Board E are Mrs. Margaret Sheridan, Department of Labor, and Frank M. Hoffheins, Chief Program and Requirements Brauch, Chemical and Rubber Division, Business and Defense Services Administration.

Appropriations

The Senate passed with Committee amendments H.R. 5502, fiscal 1956 appropriations for the Department of State and Department of Justice, the Judiciary, and related agencies. The presentation was made by Senator Kilgore. He pointed out that \$20,700,000 had been added to the House-passed State Department budget, and that this sum was mostly reflected in three items. He stated that ten million dollars was added to the educational exchange activities program to provide the twenty-two million budget estimate. Five million two hundred thousand was allowed over the House figure of seven million to enable the expansion of our foreign buildings program. An additional four million nine hundred thousand was provided in the salaries and expenses category to permit the Department to carry out the statutory two-year home leave program.

New Pay Raise

For the first time in the history of such legislation, the Foreign Service was included in the bill passed in June which provided for a $7\frac{1}{2}$ per cent pay raise for Federal classified workers. The increase was reflected in the checks received by Foreign Service and Staff employees for the July pay period. The bill was retroactive to the first pay period beginning in March. Payment of the $7\frac{1}{2}$ per cent increase due for the retroactive pay periods will be made as soon as funds are made available by Congress.

The pay increase means that the salary range of the various Foreign Service and Staff classifications corresponding to GS classifications are as follows:

CM, \$14,800; FSO-1, \$13,760-\$14,800; FSO-2, \$11,965-\$13,655; FSO-3, \$9,815-\$11,860; FSO-4, \$7,490-\$9,530; FSO-5, \$5,715-\$7,220; FSO-6, \$4,295-\$5,475.

FSS-1, \$10,700-\$11,965; FSS-2, \$9,925-\$11,020; FSS-3, \$9,120-\$10,150; FSS-4, \$8,270-\$9,300; FSS-5, \$7,730-\$8,725; FSS-6, \$6,990-\$7,960; FSS-7, \$6,355-\$7,320; FSS-8, \$5,715-\$6,680; FSS-9, \$5,075-\$6,045; FSS-10, \$4,650-\$5,615; FSS-11, \$4,225-\$5,000; FSS-12, \$3,800-\$4,570; FSS-13, \$3,390-\$4,165; FSS-14, \$3,000-\$3,775; FSS-15, \$2,810-\$3,390; FSS-16, \$2,615-\$3,000.

(Continued on page 34)



The interior of the "Flying Laboratory" of Federal Telecommunication Laboratories, a division of IT & T, is a veritable airborne workshop. Here, navigation aids for use at short and very long distances as well as for low approach and landing, and many other experimental radio and electronic devices are put through their paces under "in-service" conditions.

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The following Staff Corps promotions were processed during May:

From Class 2 to Class 1 Smith, Edwin L.

From Class 4 to Class 3 Milton, Harry J.

From Class 7 to Class 6 Rosen, Arthur H. Story, Harry W.

From Class 9 to Class 8 Kaiser, Herbert Smolik, Michael

From Class 11 to Class 10 Abercrombie, Ellabeth Aird, Alice Albee, Nancy J. Beaver, Joseph T. Becker, Helen D. Beckett, Erna V. R. Bentley, Beatrice Biddlecombe, Florence Brolly, Aileen A. Burke, Maurice C. Carlyle, Lawson Castille, Catherine L. Charles, Ruth B. Clarke, Helenann Cochenour, Mildred Cooley, Stephen Cosner, Charles M. Court, David J. Courtney, James J. Critchfield, Alice Cunniff, Ellen Delu, Theresa V. Dingman, Dorothy Draper, John A. Dunlap, Barbara E. Esposito, Flavio A. Eversen, Irwin A. Ford, Lorraine J. Franklin, Norman R. Goggin, Melbourne A. Harris, Nancy Harrod, Iris M. Hartman, Mary Head, Frances N. Heckman, Katherine Hellver, Charles Huso, Rolf J.

From Class 12 to Class 11

Auton, Richard D. Ball, Laura E. Carito, Garaziano Constantinides, George Deeping, Robert Dicks, Harry L. Failla, Marian L. Girsch, Genevieve M. Goslin, Jerald E. Hopkins, Betty L. From Class 3 to Class 2 Cleveland, Earl A.

From Class 6 to Class 5 Polutnik, Ernest V. Woolf, Donald L.

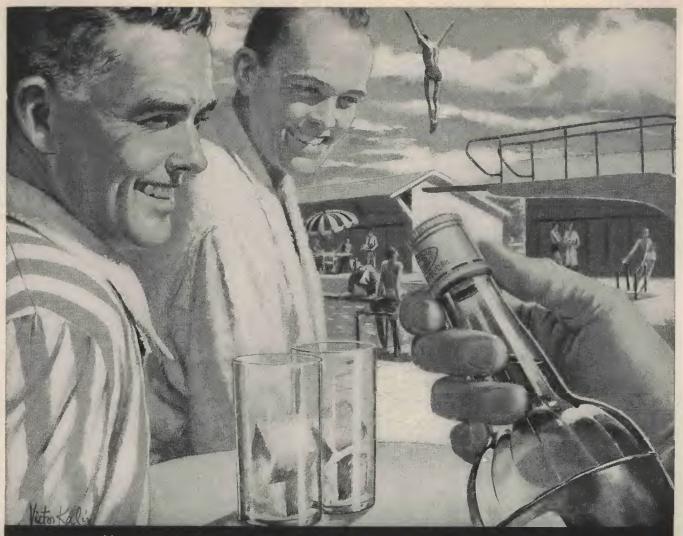
From Class 8 to Class 7 Collins, Virginia

From Class 11 to Class 9 Nagy, Ernest A. Vermeulen, Jacobus J.

Jesse, Elmer A. Johnson, Ruth E. Johnson, William E. Kading, Myrtle Knapp, Alfred G. Lawler, Esther D. Marroquin, Ricardo J. McCarty, Paul B. McClelland, Mary Alice McLaughlin, Gerald Mills, Henry R. Munguia, Margarita Nadel, Wilbur N. Nix, Mary Elizabeth Norris, Josef L. O'Hara, Pauline Orr, Bernice L. Prouty, Velma J. Provencher. Roger A. Richardson, Mary E. Riis, Alva Roberts. Norman Ross. Grace Sandfort, Weldon W. Saunders, Catherine Seckel, Alice Sorensen, G. Karen Springer, Florence Sternberg, Katherine R. Straight, John H. Taylor, Anneta Thigpen, George H. Thompson, Blanche E. Torres, Ana G. Vargas, Ofelia S. Walmsley, Marion C. Young, Jennie B.

Iannuzzi, Angela M. Kresee, Thomas R. Lewis, Margaret A. Lydon, Rita M. Maxin, John A. McKeown, Mary A. Morrison, Marian J. Myers, Rachel K. Papatheodorou. Anastasia Reichert, Patricia

(Continued on page 14)



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"He had been giving me a long song and dance about something he did not like," said Bill, "and as he was leaving I said, 'Please do give my warm regards to the Baroness.'

"He turned instantly and said, 'Oh, thank you very much for liking my wife. She was, as you know, merely the daughter of an industrialist.' It's a good thing that I had nothing handy to throw at him."

Had the Under Secretary's up-stage caller married an American girl when he was young, he would have been a different character. For instance, take the young man who rushed home from work one evening to gleefully tell his wife that he had received his final American citizenship papers.

"Why, that's wonderful, Hans," exclaimed his young and pretty wife. "Here, Mr. Yankee Doodle, put on this apron."

FOREIGN SERVICE BLUES By JOHN CARTER, Department

(The "blood-curdling poem" sung at the Department of State's Spring Show.)

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But sometimes in the evenings, when the clerks have gone to bed,

He sits alone a-worrying and a-thinking in his head Of brand-new ways to shunt the Consul Generals all about For Byington will get you ef you don't watch out.

So all you little Consuls, just mind your P's and Q's, Don't go wearing fancy garters and lay right off the booze. Don't dress like Piccadilly nor yet like Rogers' Peet, And don't use canes to help you to get across the street. But always be respectful and do your work—and mine— Or I'll live to see you ordered to some post below the Line. It may be Pernambuco or Suva or Tangier, But you can bet your pay-check it won't be nice or near, And you'll get black-water fever or leprosy or gout, For Byington will get you ef you don't watch out.

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(Continued on page 14)

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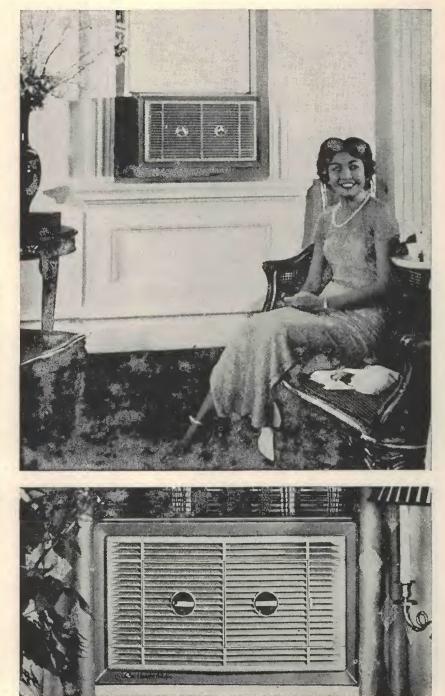
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TANGIER'S AMERICAN BANK

TWENTY-FIVE YEARS AGO (from page 12) Sheldon T. Mills, La Paz

SHELDON T. MILLS, La Paz R. BORDEN REAMS, Havre DANIEL M. BRADDOCK, Medan WARREN M. CHASE, Amsterdam ROBERT G. MCGRECOR, JR., Jerusalem JAMES B. PILCHER, Hankow ARTHUR R. RINGWALT, Shanghai LLEWELLYN E. THOMSON, JR., Colombo

> A POLITICAL BOOK SHELF JOHN CARTER, Department

The rising tide of color is beginning to arouse apprehensive literature on behalf of the submergible whites. An extraordinary and stimulating hook by Lt. Col. Arthur Osborn, *Must England Lose India? The Nemesis of Empire* affords a unique theory of the current unrest in Hindostan. The author is a British officer long stationed in India. He claims that India is being lost on the plaving fields of Eton, that the "public school complex" the bullving, fogging tradition of British upper class education—as revealed in *Stalkv & Co.* and generally in the philosophy which Kipling preached—is responsible for Indian resentment. . . .

Another book, equally disquieting, is H. L. Wilkinson's *The World's Population Problems and a White Australia*. The author summarizes the problems of population principally in the Pacific region. Among his conclusions is the statement that:

"War may not have been used to solve over-population problems during the past few hundred years, but there is nothing to prove that desperate men and nations will not return to a practice which solved pressure of population difficulties for countless centuries:"

MR. ANCEL NEWEL TAYLOR, who made many friends while on duty in Room 115. (F.A.) was married on July 9, 1930, at Manti Temple, Salt Lake City, to Virginia Borg of that city.

LETTERS TO THE EDITORS (from page 4)

Thus one can still enjoy at least to a small extent the sense of accomplishment.

I believe that a mistake is made in retiring Foreign Service officers at too young an age and that, instead of giving them retirement pay, advantage should be taken by the Government of their experience.

The average life span is longer now and many men are at their best between 60 and 70.

I think that the ferocious desire of young men, during the past years, to their ultimate disadvantage, to advance too far and too fast in our Service, has partially upset the applecart.

Hallett Johnson

STAFF CORPS PROMOTIONS (from page 10)

Shaw, Susan J. Smith, Vernon E. Sorg, Richard B. Susko, John Walsh, Rita Wilson, Robert J.

From Class 13 to Class 12 Bessire, Mickey J. Chizzone, Paul A. Clemente, A. G.

Furman, Edward D. Pearl, Nancy E. Sprague, Dorothy R.

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Winners of 1954 Prize Essay Contest

Contest Winners

GRAND PRIZE WINNER: LINCOLN GORDON

PERRY LAUKHUFF,

Shady Brook Lane, South Norwalk, Connecticut, 1st prize, was a Foreign Service Officer from 1937 until 1953. Prior to entering the Service, he was an instructor in Government at Sweet Briar College. His last Service assignment, after many years spent on German Affairs, was as Counselor of Embassy at Saigon. He is now a writer and consultant on foreign affairs.

NORMAN B. HANNAH,

Department of State, Washington, 2nd prize, entered the Service in 1947 after four years in the Navy. Since then he has served at Shanghai, Bangkok, Tabriz, Tehran and is currently on the Iranian desk in the Department. JOHN EVARTS HORNER,

American Embassy, Paris, 2nd prize, was detailed to the National War College in 1953. Five years earlier, in 1948, he studied Russian at Columbia University, and from there went to Moscow and thence to Kabul. He entered the Service in 1938.

JOHN T. WHEELOCK,

American Consulate, Noumea, New Caledonia, Honorable Mention, entered the Service in 1950, and has also served at Paris, with ECA, and at Basel. A Princeton graduate in 1948, Mr. Wheelock spent three years in the Navy from 1943-46, and did graduate work at George Washington University.

LINCOLN GORDON, Grand Prize Winner, was Director of the U. S. Operations Mission to the United Kingdom in London when he wrote his essay. Now a full professor at Harvard Business School, Mr. Gordon holds a Ph.D. degree from Oxford University, where he was a Rhodes Scholar. For the past 15 years, Mr. Gordon has been active in government. In 1949 he became chief of program review for ECA in Paris.

WILLIAM E. WARNE,

Director of the U. S. Operations Mission in Rio de Janeiro, Brazil, 2nd prize, entered government service in 1935

ROBERT C. BONE, JR.,

309 Eddy Street, Ithaca, New York, 1st prize, was enrolled full time in the Graduate School of Cornell University at the time he wrote his essay.

Category "C"

Category "A"

Category "B"

Taughannock Boulevard, Ithaca, New York, 2nd prize, was a graduate student in the School of Business and Public

DAVID FELIX.

RICHARD W. DYE.

66 Ogilby Drive, Westbrook Village, Hartford 15, Connecticut, 1st prize. Mr. Felix is a newspaper man, formerly with the Pittsburgh Sun-Telegraph.

Category "D" NORMAN L. HILL, 2924 South 26 St., Lincoln, Nebraska, 2nd prize. Mr. Hill is Professor of International Law and Relations at the University of Nebraska. Mr. Hill's latest book is "Contemfollowing 12 years as a newspaper editor and correspondent. First in the Bureau of Reclamation, Mr. Warne was Assistant Secretary in the Department of Interior from 1947-51.

EUGENE S. STAPLES,

American Embassy, Santiago, Chile, Honorable Mention, became an Information officer at Montevideo in 1951, and became an assistant public effairs officer at Santiago in 1953.

Administration at Cornell at the time he wrote his essay.

RICHARD HENRY ULLMAN,

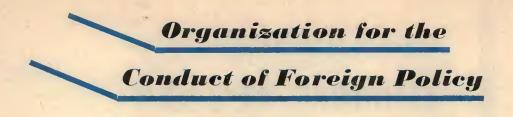
Harvard College, Cambridge 38, Massachusetts, Honorable Mention, was a senior at Harvard concentrating In Government at the time he wrote his essay. His particular field of emphasis was International Relations.

porary World Politics," published by Harper & Bros., in 1954.

JOHN L. CHASE,

Lousiana State University, Baton Rouge, Honorable Mention. Mr. Chase received his doctorate from Princeton University in 1952, and in the fall of 1953 went to the University of North Carolina, where he has been Visiting Lecturer. Beginning in September of this year he will be Visiting Associate Professor at Louisana State University.

The winners were chosen by a Committee of Judges, of which Lieut. Gen. Harold R. Bull, USA (Retd.), former Commandant of the National War College, was Chairman. Other judges were Boyd Crawford, Staff Administrator, House Foreign Affairs Committee; John S. Dickey, President, Dertmouth College; Robert D. Murphy, Deputy Under Secretary of State; Philip D. Reed, Chairmen of the Board, General Electric Company; end Francis C. Wilcox, Staff Administrator, Senate Foreign Relations Committee.



Grand Prize Winning Essay of 1954 Contest

by LINCOLN GORDON

Introduction

With the adoption and forceful implementation of the Wriston Report, a clear course of action is under way in the central field of American representation abroad—the integration of the Foreign and Departmental services of the Department of State and the broadening of recruitment and training systems for career officers of the integrated service. Confined by its terms of reference to the personnel problems solely of the Department, however, the Wriston Committee deliherately passed over one major area of key importance. That area concerns the Government's wide-spread activities ahroad in the economic field now administered by agencies other than the Department of State, and those now handled by the Department but largely on behalf of other agencies.

This essay does not concern itself with the analogous problems of public information operations abroad. In the broad area of foreign economic relations, it seeks to derive from the experience of the post-war years proposals for more effective administration both abroad and at home. It is inspired by one firm conviction: that until a system of organization and personnel management for the totality of foreign economic activities is adopted by both the Congress and the Executive Branch, and is carried through into action with the same resolute vigor sought in its field by the Wriston Committee, a major segment of the prohlem of American representation abroad will remain beset with confusion and uncertainty, to the detriment of our national interest.

The Continuing Requirements of American Foreign Economic Policy

That the United States is "in the world" in an unprecedented degree, and to stay, has its repercussions no less in the economic than in the political, military, or psychological fields. Neither our present arrangements nor the proposals of the Wriston Report promise to deal adequately with the range of current and prospective responsibilities, or with the critical problems of coordination at home and abroad.

In some measure, today's requirements are simply an expansion in volume and complexity of the traditional functions. With improved transportation and communications, and the increased interdependence of world economy, our business and farm communities require a greatly enlarged and improved foreign economic service. There is a larger demand for observing and reporting on industrial, agricultural, financial, and labor activities abroad, for analyzing and forecasting economic trends, and for assistance in marketing, procurement, investment, and exchange of technical information.

Along with this expansion in traditional functions, there have developed new types of international relationships,

which American representatives abroad must be able to handle with competence. Intergovernmental dealings are no longer concentrated through Foreign Offices. The various Treasuries, Labor Ministries, Agricultural Departments, and Ministries of Trade and Commerce are engaged increasingly in direct intergovernmental negotiation. There is a similar enhanced international contact between parallel private organizations: industrial associations, labor unions, farm groups, and technical specialists.

It follows that our economic officers abroad cannot confine their contacts to opposite numbers in a Foreign Office. In addition to dealing with a whole range of governmental agencies, they must establish direct relations with the leaders of every type of economic grouping in their assigned countries.

To this range of duties the exigencies of the cold war have added further major new functions, which require systematic organization and manning for their effective discharge. The economic underpinning of a system of global alliances and the task of winning to the side of freedom the uncertain and uncommitted peoples of the world are not matters for hand-to-mouth improvisation.

In the relatively advanced countries of the Western alliance, while large-scale economic aid seems fortunately to be a chapter in the past, there is a continuing requirement for technical cooperation in the exchange of persons, in the further promotion of European industrial and agricultural productivity, and in accelerating development in the remaining economic sore-spots such as southern Italy. The vast expansion of our foreign military commitments has entailed a new complex of economic relationships. Moreover, the increased consolidation of the free world economy has created new and continuing requirements for representation in regional and world-wide multilateral agencies.

A yet larger and even more difficult task confronts us in the under-developed areas. There we must organize and staff for the bilateral and multilateral programs of technical cooperation which have been accepted as national policy on a bipartisan basis for the indefinite future. This means not merely the provision of specialists in agriculture, public health, education, administration, industrial technology, and other fields of technical assistance. It means also the ability to foster public and private investment on a practical and realistic basis. It requires supreme skill in human relations and the wisdom to avoid creating hopes that cannot be realized and making promises that cannot be fulfilled. And it requires machinery for effective integration of these activities—often the principal symbol of America in the region—into the texture of basic national policy. It is particularly timely to review our organization for foreign economic activities when the Foreign Service itself is undergoing reorganization, when in the agricultural field a reversal has just been made in the struggle so keenly pursued before the war toward a unified Foreign Service, and when the Congress must face a confirmation or reversal of its decision in 1954 to terminate the Foreign Operations Administration and to relocate the function of technical cooperation within the Department of State.

The Record of Improvisation

Looking back over recent decades, it is difficult to discern any pattern in the successive experiments for organization and administration of foreign economic policy. It is possible, however, to identify certain forces which have operated from time to time and certain efforts to reduce the prevailing incoherence.

With the expansion in variety and scope of activities abroad on behalf of agencies other than the State Department, the problem of effective policy coordination has arisen with increasing insistence. Under the unified foreign service concept of 1939, the Commercial, Agricultural, and Labor Attaches were integrated into the Embassies under the general guidance of Economic Counselors and subject to the full control of the Ambassadors. This arrangement gave some promise that we would speak with only one voice in any given country. It did not, in itself, insure coherence in what that single voice was to say.

One answer was sought in the creation of a whole succession of interdepartmental committees. For certain limited purposes, during certain periods of time, some of them have been effective. The Interdepartmental Committee on Economic Foreign Policy under State chairmanship, for example, made a very creditable record after the war on trade agreements and commercial policy. The more ambitious experiment of the National Advisory Council, established under Treasury chairmanship by the Bretton-Woods Agreements Act, has on the whole performed successfully in relation to the International Bank, the Export-Import Bank, and the International Monetary Fund, but in its endeavor to expand into those wider financial and economic reaches which inevitably encroach on general foreign policy, the NAC has occasioned a good deal of jurisdictional strife. It would take a full essay merely to catalogue the many other, and generally less successful, interdepartmental committees, some supposedly "standing," others admittedly *ad hoc*, which have appeared on the Washington stage in the last two decades.

In some ways, particularly where cordial personal relationships have existed, informal interdepartmental coordination has worked as well as more formal committees. Reliance on such arrangements, however, risks sudden failure whenever strong personalities conflict. It is no substitute for clear-cut lines of authority and recognized machinery of coordination. The haphazard efforts to achieve a coherent stream of foreign economic policy in the absence of such machinery have been a source of constant frustration, irritation, and wasted effort on the part of hundreds of men of good will.

Thus the record on coordination of foreign economic activities among old-line government agencies is far from good. Yet it looks almost idyllic in contrast with the devices employed for superimposing on this structure organizations for special short-term programs. The wartime examples showed dramatically how not to organize for the effective conduct of foreign economic policy, either abroad or at home. Except for their pungent negative lessons, it is perhaps best to forget as war madness the record of acute conflict between diplomatic and special economic missions and the fantastic frustrations of would-he coordinators in Washington, grievously complicated by the low esteem then enjoyed by the Department of State.

Perhaps more instructive for the future is the post-war experience with foreign aid and technical assistance agencies. The pattern adopted for the Marshall Plan in 1948, after exhaustive discussion and a special study by the Brookings Institution, contained three basic elements: (a) creation of the Economic Cooperation Administration, an independent Washington agency of Cabinet rank taking general foreign policy guidance from the Secretary of State; (b) independent missions abroad, but with clear-cut authority in the Ambassadors to avoid conflict in relations with the beneficiary countries; and (c) massive use of the Foreign Service Reserve system for staffing the foreign missions.

From the administrative viewpoint, the results were not unfavorable. Only a few cases arose of sharp conflict bctween Ambassadors and ECA Mission Chiefs, and an effective working relationship was established with the State Department on basic policy guidance. The independent status of the ECA undoubtedly made possible far greater Congressional and public support than could have been commanded by the State Department. Favorable employment conditions quickly attracted personnel from private life and from elsewhere in the government.

In contrast, the Point Four program, since it was designed to be permanent, was organized as a semi-autonomous Technical Cooperation Administration within the Department of State. Much of its staff was drawn from the ordinary departmental service, and its missions abroad were closely integrated into the Embassies. Thus the dangers of noncoordination were hoped to be obviated at their root. In the event, partly because its program was never clearly enough defined, but also partly for organizational reasons, the TCA was a stepchild in the Department. It found it hard to secure high-quality personnel, and its working relations with the rest of the Department were if anything less close than those of the ECA. The experience certainly demonstrates that merely to clothe a function with the mantle of the State Department does not in itself insure effective administration or coordination with the main stream of foreign policy.

In 1950-51, in view of the obvious overlap between ECA and TCA activities, especially in Asia, and with the Korean war era emphasis on expanded military efforts overseas, new pressures arose for more effective coordination and possible reorganization. Some voices called for consolidation in the Department of State; others wished to create a Department of Foreign Economic Affairs. A short-lived resort to the interdepartmental committee approach was abandoned in favor of a statutory Office of the Director for Mutual Security, with supervisory responsibility over all programs of military, economic, and technical assistance. The lines between "emergency" and "long-term" programs became blurred. In 1953, a new distinction was sought between "policy," clearly the responsibility of the Department of State, and "operations," which in practice meant the functions of the Mutual Security Agency (successor to ECA) and the TCA, now consolidated into a Foreign Opperations Administration. Its organizational pattern resembled that of the ECA of 1948, but with much greater emphasis on the acceptance of policy direction from the State Department and the integration of the operating missions abroad into Embassy teams.

Less than a year later, the Congress voted to terminate the FOA by June 1955 and to restore the continuing technical cooperation functions to the State Department. It is clear from this record that there has been no genuine consensus regarding either the nature and extent of the continuing functions to be performed in this field or the best means of organizing for them.

From the record on both the old-line and the emergency agencies, three problems repeatedly emerge. (a) How are the various elements of foreign economic policy and administration in Washington to be effectively coordinated with one another and with the general stream of foreign policy? (b) How are the operations of the United States abroad in the foreign economic field to be so organized as to ensure that we speak with a single and a clear voice, and that we minimize duplication, overlapping, and frustrating friction? (c) How can the best talent be found and maintained for the staffing of foreign economic activities?

In the following sections, an answer is sought to each of these questions.

Coordination at the Center

From the record outlined above, it is evident that the problem of coordinating foreign economic policy in Washington is acute and that no satisfactory solution has yet been found. The need for coordination hardly needs arguing. Not merely the making of policy but its implementation must be harmonized. Aid, trade, and investment policies cannot go their several ways. Agricultural surplus disposal can cut across the stream of basic commercial policy and can raise difficult international political as well as economic questions. The level of procurement of a basic raw material for strategic stockpile can be the most critical single problem in the relation between the United States and a one- or two-commodity-producing country. Examples could be multiplied indefinitely.

One solution occasionally suggested is a single department of foreign economic affairs, either as part of the State Department or as a separate agency. This approach is simply impracticable. There is a direct and intimate connection between activities abroad in such fields as finance, agriculture, industry, and labor, and the domestic operations of the corresponding government Departments. To draw the fundamental organization line between all foreign affairs and domestic affairs would pose more difficult issues of coordination than already exist. Consolidation is impossible; the answer must be sought in effective and genuine coordination.

Under our constitutional structure, all problems of Executive Branch coordination are the ultimate concern of the President. It has at times been suggested that the President himself, without any special organization, can resolve differences among agency heads and thus ensure their harmonious collaboration. Analogies are drawn with the British system, where the Foreign Office, Treasury, Board of Trade, Ministry of Agriculture and other departments are effectively coordinated without special machinery under the Prime Minister for this purpose. Such suggestions, however, reflect inadequate understanding of the British government. Coordination is achieved there in the first instance through an intermeshed system of interdepartmental committees staffed by like-minded professional civil servants, and knit together through an efficient Cabinet secretariat. On critical issues, coordination is ensured through the Cabinet itself, which is a genuinely collective policy-making body.

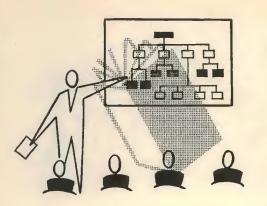
Under our system the President alone has the responsibility held collectively in Britain by the Cabinet. The separation of powers and the existence of Congressional blocs friendly to the parochial interests of particular departments create divisive tendencies within the Executive Branch which can only be overcome by affirmative organization of the Presidency.

Only two roads are really open to accomplish the essential objective. Either the Secretary of State must be delegated Presidential authority to coordinate foreign economic policy or special machinery to this end must be established in the Executive Office of the President.

Either of these solutions could be made to work. In favor of the Department of State is the Secretary's basic responsibility for advising the President on foreign policy in general. He enjoys seniority in the Cabinet hierarchy. On the other hand, the political position of the Secretary of State vis-a-vis the Congress is almost bound to be weaker than that of other Cabinet officers, since he alone deals exclusively with foreign affairs. In a world context requiring affirmative American foreign policy, moreover, the Secretary of State is bound to be heavily burdened. It would be neither wise nor humane to add to his responsibilities the task of coordination in a field inevitably affecting powerful domestic interests as well as the whole gamut of foreign policy.

In the analogous field of national security policy, the National Security Council was created shortly after the war to keep the military and civilian arms of foreign policy in harmony and to ensure that the military establishment was best adapted to the needs of national security. While disappointing in its early years of operation, the NSC has since 1953 become a successful agency for policy coordination under the President. The key to its success was the appointment of an executive director in the President's office, equipped with a small staff, and responsible for ensuring that coordination is actually accomplished. He is in no sense a super Cabinet officer. He is not interposed in the chain of command between the President and the Cabinet officers, a position which would be politically impossible and administratively undesirable. It is his job, however, to identify issues, to seek their resolution, and to crystallize questions for Presidential decision when that is necessary.

The NSC, it is suggested, is the sound model for coordinating foreign economic policy. This may well be an even more difficult task for while the issues are of less trans-(*Continued on page* 46)



EXECUTIVE RESPONSIBILITIES in the FOREIGN SERVICE

BY JAMES F. GRADY

The role of the specialist in the conduct of foreign affairs was so strongly emphasized in the report of the Secretary's Public Committee on Personnel that many Foreign Service Officers gained the impression that the day of the "generalist" had passed. This impression, however misleading, was understandable in view of the statement in the report: "The hard fact is that in diplomacy, as in other areas of collective endeavor, the 'generalist' theory has been outmoded by events."

The fact is, however, that the need for generalists at appropriate levels was recognized by the Committee and can be illustrated by the following excerpt from the same section of its report: "Prevailing management practice today emphasized the development of an individual around his specialty, with the generalism coming later as he approaches full maturity." While the Committee's recommendation will apply to most Foreign Service Officers, it is recognized that some highly developed specialists, such as minerals attaches and perhaps labor attaches, may devote their entire careers to their specialities. For such specialists a need may never arise to function as generalists—as principal or deputy principal officers.

The role of the top executives-the principal officer and his deputy-is that of the generalist, not the specialist. They may be specialists in one or even two fields. In fact, it is customary in industry and in government to promote specialists to positions of command. In industry the director of research, the sales manager, the controller or the production manager may be promoted to the position of executive vice president or president; but if he continues to think and act as a specialist, he disqualifies himself for his proper role of generalist. As a top executive or "generalist" he must concern himself with the activities of all sections or divisions and get results through strengthening the functions of the various specialists and co-ordinating their work planning and output. This is a fundamental in industrial organizations, and the same principle applies to the Government and to the Foreign Service.

Traditionally in the Foreign Service, the specialist in political work has been appointed deputy chief of mission or chief of mission; to a lesser extent, the specialist in economic work or, in rare cases, the specialist in consular work has been appointed to these positions of command. In too many cases the newly designated chief or deputy chief continues to act as a specialist in his former field—to the neglect of

his responsibilities for executive direction of other sections, consular and economic as well as administrative, and also to the detriment of the Service. Whenever the top executive or his deputy acts as a super-political or economic officer, the actual section head does not have the opportunity to develop with the responsibilities of his position as the officer in charge of a section. I can recall several able chiefs of political sections who actually, much to their disappointment, had to function as assistant chiefs because the deputy chief of mission couldn't stop thinking of himself as the supervisor of the political work. On the top level, of course, the chief of mission and the deputy chief of mission must engage in political or economic negotiations and draft highpolicy reports. In emergencies they may even have to devote practically full time to such negotiations and reporting, but under normal conditions-and that's what we're talking about-the day-to-day operations of a section should be directed by the chief of that section.

A great deal of confusion exists as to what we mean by the terms "administration," "management," and "executive direction" and, in particular, about the specific functions and responsibilities of the top executives of a Foreign Service post, the principal officer and his deputy. One deputy chief of mission recently asked me, when we were discussing the responsibilities of a deputy, "Are we supposed to be super-administrative officers?" He went on to say that the Foreign Service Inspectors, after completing the inspection of his post, had told him that the serious weaknesses which had existed in the administrative section of that post might have been corrected if he, as deputy chief of mission, had kept himself informed about the work of that section and had provided the type of executive direction which was his responsibility. In his capacity as deputy chief of mission he was responsible for the execution of policy, the supervision of the post, and the co-ordination of the activities of the various sections. His question indicated definitely his failure to understand his function as a top executive. I answered his question by saying that he wasn't expected to be a "super-administrative" officer any more than he was to be a super-chief of the political section or any other section-if by that title he meant that he was to take over the responsibilities of the chief of a section and, in effect, to replace the section chief as the supervisor of the section!

Another deputy, just before the inspection of his post, stated that he knew the administrative activities were in bad (Continued on page 40)

BY ERIC KOCHER

N

One day some years ago British troops on operations in the Malayan jungle were attacked by the aborigines. This was a rather rude shock for the English, since they had always thought of the Sakais as friendly if rather queer "hill folk." Later the shock became ruder when it was found out that many of these same aborigines were helping the Communist terrorists in the latter's fight against the British. The "hill folk," of course, are not aware of Communism as a doctrine or Communists as potential world conquerors. They do know, however, that they have been given food and medical treatment by some Chinese who have made them fear that capture by white men would mean torture and death.

To capture "the hearts and minds" of these aborigines the phrase is that of General Templer, one of the first to become aware of the problem—the British embarked on an ambitious program of building jungle forts. Nine of these forts have been established so far, literally in the middle of the vastest reaches of the jungle. Their purpose is to provide bases both for winning the allegiance of the aborigines in the area and for gaining information about the location of Communist terrorists in the vicinity. Accessible only by air, they are a test of man's fortitude and a symbol of his ingenuity.

Fort Telanok is typical of these jungle forts. Located in the high mountains of north Pahang, two days march through thick jungle from the nearest settlement, it was built by the Royal Engineers. Like its companion forts, it depends entirely on a rough bit of airstrip for all physical contact with the outer world. Until this airstrip was finished the only access to the fort was by helicopter; after completion, it permitted the entrance of Pioneer aircraft.

The Pioneer is so special that it is worthy of some mention. It has the amazing ability when fully loaded to land and take off, not precisely on a dime as is its reputation, but in 50 or 60 yards. There are only three Pioneers in existence, and quite rightly all three are being used in Malaya for ferrying troops and equipment into these jungle forts.

MALAYA

My first view of Fort Telanok was from one of these Pioneers. Even before the plane began to lose altitude, I saw the landing field, a stark streak of orange dirt standing out among the cauliflower tops of the jungle trees. As we landed, I saw a group of aborigines sitting on the side of the airstrip. The rushing wind of the plane's propeller brought them to their feet, and we had hardly gotten out of the plane before we were surrounded by a jabbering, smiling group of dark brown faces. Pushing his way to the front was the commanding officer of the fort, a police lieutenant who, I was soon to learn, was the father, mother, doctor, and confessor to 500 and more aborigines. He greeted me kindly and in the inevitable British fas'nicm invited me "in" for a cup of tea. In this case, "in" amounted

Communication with the outside world is mainly by wireless The opposite hill-side is cleared by the Orang Darat aborigines for planting tapioca, maize and dry padi.



to a hut built out of bamboo strips precariously nailed over logs of varying strengths.

In the middle of tea the "ketua" or headsman of the aborigines presented himself and smiled as I shook his hand. It was odd that I noticed his red velvet songkok (hat) first because the hand I was shaking was wooden. But the songkok, a blaze of glass and cheap jewelry, stood out in its own right. Before I had time to question him about his garishly decorated hat, he poured out a story of adventure and heroism which seemed strangely out of key with the quiet lushness of the surroundings. Just a few weeks before he had been out in the jungle and had come upon two Communist terrorists. Taking two darts out of his case, he had rubbed them with the black tarry poison of the ipoh tree and puffed them through his blow pipe at the Communists. The death of the two Communists had netted him \$8,000 in rewards from the government. The ketua, of course, lost no time in repairing to Kuala Lumpur, the capital of the Federation of Malaya, where he seems to have spent most of his time not in the flesh pots of the metropolis but in its cheap jewelry stores. As a result, he returned to Telanok with jeweled ornaments decorating the most expensive songkok he could find. I noticed a lady's pocketbook hanging around his neck, and without urging he opened it and showed me the rest of the reward money-a neat pile of red bills from which he literally never separated himself.

The police lieutenant, the ketua, and I, leisurely examined the fort. We went through three weapons pits, which fortunately had not been used, and examined the peripheral barbed wire. The real fortifications, however, were unseen; hidden in the tall grass on the outer side of the fence were spikes of sharp bamboo sunk deeply in the ground. The unwary person stepping on these razor-sharp points might well expect to have his feet pierced. The tragic sharpness of the bamboo spike was illustrated about two years ago when the then Director of Aborigines in Kuala Lumpur fell backward into some high grass and was impaled on bamboo, the spikes piercing his breast bone and entering the heart.

As we walked around the camp we passed an "abo", as the Britich affectionately call the aborigines, sitting on a rock in the shade playing a nose flute. The music was soft and appealing, and we stopped to examine the instrument. The hole of the flute, instead of being placed against the mouth,

Air strip in the process of construction. Pioneer aircraft, that can take off in 50 or 60 yards, are used to ferry in supplies.



was put in the nostril of the aborigine, thus leaving his mouth free for chewing betal leaf with lime, which gives its users the appearance of being brightly lipsticked on mouth, teeth, and tongue. During the rest of my day at Telanok I was often to hear the same music from the flute. The police lieutenant later told me that there is only one tune in aboriginal musical literature, and it is played end-



One of the aborigines with a blow pipe.

lessly, at weddings, feasts, dances, as well as to bemuse the player himself of a lazy afternoon.

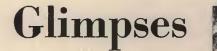
The ketua next invited me to inspect his house or "basha" as the British call it—"anything that is bashed together" —and soon we were walking up a steep bamboo board leading into a large hut, the floors and walls of which were of bamboo and the roof of stap. The inside was segmented into eight rooms, in each of which lived a family related to the ketua or part of his particular tribe. Communal living was achieved in the inner room which formed a kind of central meeting place for all the inhabitants of the "basha". As we entered, each family was doing its own cooking, and the smoke from eight simultaneous fires would surely have asphyxiated us if the bamboo of the walls had not been mercifully open enough to allow the free entrance of air into the house.

Everyone seemed to be at home for in each of the rooms we could hear the noisy chatter of men, women and children. The adults were dressed in drab sarongs, and the women seemed to have been inducted into a sense of shame because with our arrival they hastily pulled their sarongs up over their bare breasts. An occasional woman was gaily bedecked in fine colors and heavy makeup. These turned out to be the wives or daughters of men such as our ketua, who had gotten rewards for killing or capturing Communists.

Several "abos" seemed to be sick. They lay without stirring, their feet close to the fire in the center of the room. I asked the police lieutenant why sickness was so prevalent. He shrugged his shoulders and said it was probably longstanding malaria, even though mosquitos in the neighborhood had recently been eliminated. The medical problem (Continued on page 44)



Service







I. KABUL—Ambassador Angus Ward has the 30-year service award pin bestowed on him by Deputy Chief of Mission Charles J. Little, while Administrative Officer Frank England looks on.

2. JIDDA—Aerial view of the Embassy compound, three miles north of Jidda. Visible features of the Embassy's "municipality" (with reference to the compound boundaries) are powerhouse, shops, garage, warehouses and water tower (upper left); the Chancery (upper center); the Embassy Residence and staff dwelling houses (center); the tennis courts (lower left); and "The Dunes" golf course (lower center and right). Jidda and the Red Sea are seen in the background.

3. FRANKFURT—On the occasion of the third anniversary of the establishment of the Escapee Program, a reception was held in the Blue Room of the Frankfurt Casino. Charles W. Thomas, Chief of the Escapee Program Division, cut the first slice of the birthday cake. With him, from left to right, are Consul General C. Montagu Pigott, Mrs. James W. Pratt, and Mr. Gotthardt Franke, Minister of Labor of Hesse.



6

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4. YIENNA—Alfred W. Wells shaking hands with Molotov at the reception on May 15, 1955 at Schoenbrunn Palace after the signing of the Austrian Treaty.

5. RIO DE JANEIRO—Cyril L. Thiel received a certificate and gold button for 30 years in the Foreign Service this past spring. Ambassador James Clement Dunn, left, is seen with the Thiels and their two sons, Cyril L. Thiel, Jr., and Michael F. Thiel, after the award ceremony.

6. SALONIKA-Paul C. Seddicum was awarded a certificate and

AUGUST, 1955

gold emblem in honor of his thirty years in the Foreign Service this past spring. From left to right are Murat W. Williams, Consul General; Paul C. Seddicum; and Charles L. House, Director of the American Farm School in Salonika.

7. PAKISTAN—Franklin Roudybush (center) talking to two Pakistanis at Gilgit. The Gilgit Agency borders on Russia, Afghanistan, China, with Tibet to the east and Kashmir to the south. This is a region where some of the highest mountains in the world ara located, such as Nanga Parbat.

Investment in Understanding



By HENRY B. COX

A Columbia student from Brooklyn explains a map of New York to some of the visiting German college students.

Investment in understanding—these words perhaps most aptly describe the entire exchange of persons program conducted by the International Educational Exchange Service of the Department of State. Last year nationals of over 70 countries participated in one or another aspect of the program and in many of these countries American exchange scholars, professors, students and specialists spent periods of from three to twelve months teaching, studying and exchanging knowledge and experience. A great deal has been written about the exchange program in its world-wide reach. In this article I should like to present a picture of the scope, operation and effects of the exchange program with post-war Germany which has been the largest of its kind ever attempted by the United States.

The German program, like those in other occupied areas, has differed in origin and objectives from the rest of the world-wide program. Except for the Fulbright phase of the program, which began in 1952, its concept has been generally non-academic. In selecting participants, primary emphasis has been placed on group leadership, awareness of citizenship responsibility in government, effectiveness in interpreting the U. S. and interest in changes. At the outset the German exchange program was merely one phase of the so-called reorientation program which was based on JCS Directive 1067¹. This basic instruction directed the Commander-in-Chief of American military forces in Germany

to prepare "for an eventual reconstruction of German political life on a democratic basis" and called for "a coordinated system of control over German education and an affirmative program of reorientation." Believing that "the manner and purpose of the reconstruction of the German national culture have a vital significance for the future of Germany" (JCS 1067, revised), the United States sought ways and means to overcome the spiritual isolation imposed upon Germany by National Socialism. Moreover, it seemed imperative to counteract the effects of more than a decade of malicious. xenophobic propaganda which had left the German people with a distorted view of the world beyond their borders and of their place in that world. To achieve these objectives General Lucius D. Clay, American Military Governor for Germany, was directed to "permit and assist the travel into and out of Germany of persons useful for this program within the availability of your facilities. . . ." Thus in late 1947 the German exchange program got its start.

While many phases of the reorientation program were received by the German community with mixed emotions, if not quiet hostility, the opportunity to reestablish professional and cultural contacts offered by the exchange experience was greeted with enthusiasm. This enthusiasm has continued unabated as our relations with Germany have

¹Directive to the Commander-in-Chief Regarding the Occupation of Germany.

developed from a status of occupier and occupied to one of partnership. Thus the exchange program can be expected to remain unaffected by the transition from occupation to sovereignty.

In the initial stages the major emphasis was placed on sending to Germany American specialists from virtually every area of community life. Included in this group were experts in the various levels of education, religious affairs, labor affairs, community activities, women's activities, local and state government, legal affairs, and medical and public health services. Their task was to bring their German counterparts up to date on important developments in their respective fields of interest, to help train replacements for key officials removed from office through the denazification process, to advise on democratic principles and procedures and to assist in the practical application of some of these principles to the German scene. In every instance these specialists worked closely with the appropriate German organizations and agencies. As the program progressed the relationship between American specialists and their German counterparts became increasingly one of partners in a mutually beneficial endeavor. Beginning with the participation of 132 American grantees in 1947-48, this phase of the program was expanded until a total of 172 U.S. specialists went to Germany in 1950. In fiscal year 1954 some 35 Americans visited the Federal Republic under the auspices of the specialist program, bringing the total to 815.



Fifteen members of the Bundestag visited the Library of Congress map room during their month's visit here.

Some of the teen-agers, who have come from Germany to spend a year living with American "foster" families in rural and urban localities.



Present at the signing of the Fulbright Agreement were Shepard Stone, HICOG Public Affairs Director; Dr. Ralph Burns, HICOG Exchanges Staff Chief; former U. S. High Commissioner John J. McCloy, and Chancellor Adenauer.



Dr. John R. Meak (seated center), Deputy Chief of the HICOG Exchange of Persons Staff briefed members of the Neumuenster Team prior to their departure from Rhein-Main Airport.



In January 1949 leading German professional people and technical experts from the areas of community life mentioned above began to travel to the United States to broaden their knowledge and perspective in their respective fields. By definition this category of exchangees has included individuals "of outstanding leadership, influence and prominence: (1) those holding high official positions in federal or state government, or (2) those leading, or representing on a national level, groups or professions of critical importance in democratic reconstruction or reform, or (3) other outstanding persons in unique fields of endeavor in which the number of qualified candidates is limited."

Persons participating in the leader program, then as now, are chosen on an invitational rather than on a competitive

basis as is the case with certain other grantees. Selections are based on nominations received by Exchanges Division from the various sections of the U. S. Mission, including the Office of Political Affairs, the Labor Attache's Office, other elements in the Office of Public Affairs (the office of the Cultural Attaché, the Press, Radio and Films Divisions, and the Information Centers Division), and the Office of the Legal Counsel. It is the responsibility of each of these so-called program areas, through their representatives in the seven regional offices, to nominate individuals who meet the qualifications mentioned above.

In the course of the selection process consultation is had with key German government officials on the federal, state and local level and with responsible persons in all areas of private enterprise and community life. Suggestions and recommendations are also received from former exchangees and in a few instances interested individuals have applied directly for consideration. In addition to the selection criteria cited above other factors such as personal attitude, adaptability, availability, educability, personality, and geographical distribution play an important role in the awarding of grants.

Starting with 485 experts and leaders in fiscal year 1949 (January through June), this aspect of the program reached its peak in 1952 during which year 1043 German leaders went to the U. S. for periods of from 30 to 90 days. In fiscal year 1954, 450 German leaders and specialists participated in the exchange experience, to make a total up to that point of approximately 5,000. The table below reflecting the areas of German life from which the leaders have been drawn may be of interest².

Education	29%
Government ³ (federal, state, local)	16%
Information media (press, radio, films;	
also librarians, artists and art historians)	13%
Industry and Business	10%
Public Health and Welfare	7%
Law (judges, prosecutors, lawyers, legal	
"Referendare")	7%
Community Activities	4%
Labor (trade union officials on all levels)	4%
Agriculture	3%
Religion (clergy and lay leaders)	3%
Science	001
Miscellaneous	2%

As a companion effort to the German-American exchange experience a program which provided for the exchange of Germans and other European specialists was also initiated. This program was in operation from 1947 until 1952 when it was discontinued as a result of the withdrawal of legislative authority. Under its auspices somewhat over 2,000 Germans visited Finland, Austria, Belgium, Norway, Italy, the Netherlands, Denmark, Sweden, Switzerland, France, the United Kingdom and Spain, while approximately 440 specialists from a number of these countries spent varying periods of time in West Germany.

The German-European exchange had several advantages. In the case of a great many of the participating countries language constituted no real problem and the program could be more economically operated due to the reduced travel costs and the availability of counterpart funds to underwrite much of the total expense. More important than these factors perhaps was the opportunity which the program afforded Germany's neighbors to contribute to the strengthening of German democracy and the opportunity it offered to all participants to advance the cause of European cooperation and unity.

Before proceeding to the discussion of other phases of the German exchange program I should like to refer briefly to

one of the most profitable series of projects attempted under the leader program, namely, the so-called cooperative action teams. Believing that the ultimate success of democracy in Germany as in other countries depends in large measure on the extent of citizen interest and participation in government, those responsible for the leader program decided to form teams consisting of key officials from certain German communities to go to the U.S. on study and observation trips. Insofar as possible an attempt has been made to include as members of a given team one newspaper man, one city councilman, the mayor, one labor union leader, one socially-minded church leader, one leader of women's groups and two leaders of independent civic associations. Such an ideal representation is not always achieved but serious attempts are made to adhere as closely as possible to this pattern.

On a typical exchange visit of 90 days, these groups spend approximately three weeks in each of three selected cities varying in size and population. In each of these they study and observe local government and the activities of civic groups under the guidance of a public-minded organization such as the social science department of a major university. Each group is given ample opportunity to inquire into all aspects of community life with particular emphasis on the responsibility of the citizen in local affairs, the accountability of elected officials to the electorate and the role of civic organizations and the free press in determining community action.

So far 40 cooperative action teams have visited the U. S. and eight more are scheduled to go this fiscal year. In every case the participants have returned with a more sympathetic understanding of the American way of life and the methods and techniques which can be used by the citizen in the exercise of his civic rights and responsibilities. In many instances, too, they have successfully adapted some of these techniques in their own community life. It should also be noted that teams representing some of the American cities visited have paid return visits to the communities of their German guests.

University Exchange Program

Another important aspect of the program—the university student exchange—began in the fall of 1948 when a total of 219 German students went to the U. S. to spend a year in American colleges and universities. This program increased each year until 1950 when 447 students participated. With the initiation of the Fulbright program in late 1952 the responsibility for student exchange was assumed by the bi-national U. S. Educational Commission for Germany. In 1953 and 1954, 178 and 185 German students attended American institutions on the university level.

What might be termed an intermediate program between the student program and that designed for leaders and specialists is the so-called trainee program. "Trainees" are young men and women who have completed their formal education and are just starting their professional careers. Their exchange visits include post-graduate study at American universities or technical schools for periods of from six to nine months and varying amounts of actual on-thejob observation and practical experience.

To date 1823 grantees have gone on this program from

^{*}These percentages are valid through fiscal year 1954.

³Of the 487 members of the present *Bundestag*, the lower house of the German Parliament, 98 members (ca. 20%) have visited the U. S. on the Exchange of Persons Program. Of the regular membership of the *Bundesrat* (upper house), 31% have participated in the program.

a variety of fields. The following table provides a breakdown of their areas of interest:

Youth Activities	149	
Education	501	
Labor-Management	254	
Women's Activities	72	
Public Health	90	
Libraries	20	
Legal (Referendare)	247	
Political Affairs	251	
Information Services	97	
Food and Agriculture	130	
Miscellaneous	12	

One of the most popular and at the same time perhaps the most controversial of the exchange programs-the socalled "teenage" program-was inaugurated in 1949 at the instance and with the cooperation of the Brethren Service Commission. Some 90 German farm youth were sent to the United States to spend a year living with American families and attending American high schools. The Department of State provided the transportation and all other costs were borne by the host families and the communities into which the teenagers went. Because of its natural appeal the teenager program increased in size rapidly and a number of other private groups and organizations interested themselves in it. Among these were the American Field Service, the National Catholic Welfare Conference, the Farm Bureau, the National Grange, the Michigan Council of Churches, and the Georgia District, Kiwanis International. The program was also broadened to include urban as well as rural teenagers. When the group now in the United States returns to Germany this summer, a total of 2096 teenagers will have participated in the program. Of these, 971 were from rural areas; the remainder (1125) came from urban centers.

The great virtue of this program is the fact that through the youth the exchange experience has been shared by whole families both in Germany and America. In the case of the latter, interest in the German teenager was not confined to the host family but extended to the entire community. where they lived. In many cases the beneficial effects of the experience have been prolonged through active correspondence between the teenager and the American host family. Thus the goal of the exchange program of increasing mutual understanding has been realized manyfold through the experience of a single individual.

Critics of the teenage program have told us that participants return to Germany as neither good Germans nor good Americans, that they are spoiled for German life through too much soft living in the U.S. and that they are somewhat too eager to dispute with their elders. Furthermore, it is claimed that many of them have used their visit in the U.S. to prepare for later emigration. No doubt some of this criticism is partially justified. Seventeen and eighteen year olds all over the world are a restless group, somewhat rebellious and at an age where they are experimenting and challenging accepted values. It would indeed be odd if the highly selected group of teenagers who visited the U.S. were to return completely without new ideas and quite untouched by their experience. Were that actually to have happened it would be so significant as to call for an urgent reevaluation of the merits of the program. One thing is

certain. No other aspect of the German exchange program has brought German and American families, schools and communities into closer contact than has this program. To those who are in any doubt as to how German parents and communities regard the program, it is interesting to note that in one recent year 18,000 applications were received for the 400 available grants. This, I submit, is quite a record.

With private groups assuming increasing responsibility for the teenage program, the Department is slowly reducing the level of its financial support. Despite this, however, government transportation for 150 German teenagers was provided this fiscal year.

When the Department of State assumed responsibility for the occupation of Germany in September 1949 the German exchange program was still largely an American Zone affair. With the establishment of the Federal Republic of Germany and the practical disappearance of zonal boundaries, efforts were made to extend the program to include the British and French Zones of occupation. This was accomplished with the cooperation of these Powers. While our activities in the exchange field continue to be extensive in the American Zone (Hesse, Baden-Wuerttemberg, Bavaria) due largely to the great number of former exchangees located there, the largest number of grantees this year came from the British Zone which includes the states of North Rhine-Westphalia, Lower Saxony and Schleswig-Holstein. It is anticipated that this area as well as the French Zone (Rhineland-Palatinate and Baden) will continue to receive relatively greater attention in the selection of future grantees.

The Fulbright Program

So far I have been discussing the Public Law 402 or Smith-Mundt phase of the German program. The other important part of the exchange program with Germanythe Fulbright program-began on July 18, 1952 with the signing of the Fulbright Agreement between the United States and the Federal Republic of Germany. While younger in terms of years of operation-it is currently in its third year-the Fulbright program already comprises almost onehalf of the entire program and can be expected to increase in relative size and importance. Unlike the Smith-Mundt program which consists primarily of an exchange of leaders and specialists and has a more immediate impact, the Fulbright program is largely an academic one with long-range cultural effects. Like similar programs in other countries, it is the principal vehicle for the realization of greater understanding and cooperation in the cultural field. In the case of Germany with its rich cultural tradition and heritage, the Fulbright program is a particularly valuable aspect of the overall exchange effort.

Under the auspices of the Board of Foreign Scholarships and the bi-national United States Educational Commission for Germany, some 274 German and a like number of American professors, lecturers, research scholars and students are exchanged each year. By far the largest number of grantees are in the student category. In fiscal year 1954, for example, 185 German Fulbright students went to the U. S. as compared with a total of 59 professors, university lecturers, research scholars and teachers. An additional 30 German students received so-called travel-only grants. Dur-

(Continued on page 42)

EDITORIALS

THE NINTH SELECTION BOARDS

The Ninth Selection Boards began their work during the last week in June. Although the hope for an earlier meeting of the Boards, expressed in an editorial in the October issue of the JOURNAL, was not realized, some of the disadvantages of delay are remedied by the eligibility and other provisions in the Precept and regulations.

These are the first Selection Boards to meet since the Personnel Integration Program went into effect. They will have to resolve many problems that did not come before prior Boards. The Foreign Service, on the basis of the record of the preceding eight Selection Boards, can be confident that this task will be accomplished with fairness and with a high degree of ability. We have no right to expect that the margin of human error will be completely eliminated from decisions such as those that Selection Boards must take. We do have every reason to trust in the integrity and the competence that the Boards will bring to their work.

Integration in the Foreign Service is well advanced. That is the principal fact to keep in mind. The Selection Boards must act in accordance with that fact, and their work must be judged in its light.

Selection Boards are guided and governed by the Precept and regulations laid down by the Department. The Precept for the Ninth Selection Boards emphasizes the new element introduced by the Personnel Integration Program. The groups of officers to be graded are: (1) Foreign Service Officers who held such appointments prior to August 1, 1954; (2) Former Departmental, Reserve or Staff Officers who have been appointed as Foreign Service Officers subsequent to August 1, 1954; and (3) "New" type Foreign Service Reserve Officers. The Precept states:

"It is essential that all Foreign Service Officers of each class whose records are evaluated and rated by a Selection Board be considered as officers of equal status and that no officer be either discriminated against or favored by reason of his prior appointment status or any dissimilarity of his performance record which has been occasioned by factors beyond his control. In evaluating and rating the performance records of officers newly appointed as Foreign Service Officers, full weight must be given to the quality and level of their performance prior to their present appointments and on the basis of which their appointments were authorized."

Selection Boards depend primarily upon the personal records of officers in order to make rating lists. These records, according to the comment of former Selection Boards, can and should be improved. There has been improvement, and there is evidence that further improvement is receiving continuing attention.

The Precept for the Ninth Selection Boards notes the importance of personal records. It points out "the fact that the brevity of performance information provided by the Departmental efficiency rating form is beyond the control of

the officers rated," and that "in the absence of unfavorable information in such reports, a satisfactory level of prior performance must be assumed." That probably is as fair an approach as is practicable under the present circumstances. At the same time, it does demonstrate the need to compile, just as rapidly as possible, personal records for all Foreign Service Officers that will be comparable in content and scope with the records of Foreign Service Officers who held appointments as such prior to August 1, 1954.

Another paragraph in the Precept reads:

"Since the Integration Program has resulted in nearly 1500 Departmental positions being designated as 'Foreign Service Officers' positions, including positions at the FSO-6 level, a Washington assignment must be considered the equivalent of an assignment to any other Foreign Service post and must not be permitted to adversely affect the officer's opportunity for promotion. Consequently, where performance in a Washington assignment warrants promotion, the officer's ability to adjust to Foreign Service life must be assumed."

This is another example of a pragmatic approach to the problem of practicable guidance to the present Selection Boards. Experience has demonstrated, it is believed, that some officers do much better work in the Department than abroad, while others are more effective in foreign assignments than they are during duty at home. Since the major part of the service of all officers in the future must be in field assignments, the assumption that satisfactory performance in Washington is evidence of ability to adjust to Foreign Service life would not ordinarily seem to be warranted until demonstrated by individual performance.

The Precept contains sound comment on many subjects affecting the ratings of Foreign Service Officers. These include such factors as clear evidence of ability; conditions under which service has been performed; initiative and sound independent judgment; the credit that should be given for good executive, supervisory, administrative and consular work, as well as for political and economic reporting; the credit that should be given for success in advanced training assignments; and the importance of a fair balance between a generalized knowledge of Foreign Service work and the many specialties that are necessary in the Foreign Service.

A particularly encouraging note is struck in the section of the Precept headed "Personal Qualities," which reads:

"Boards must recognize that there are, for the Service as a whole, general requirements and standards of character, including: personality, intelligence, loyalty, selfdiscipline, responsibility, dependability, and sustained effort, which are equally applicable to all officers.

"A factor which should be given considerable weight is that of attitude toward the Service as exemplified by willingness to accept assignments to isolated or hardship posts, to undertake specialized training which usually (Continued on page 32)

FOREIGN SERVICE JOURNAL

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NEWS FROM THE FIELD

BONN

In addition to a threefold assignment as Executive Director and Supervising Consul General for Germany, and Coordinator of the Refugee Relief Program for Germany and Austria, Consul General HERVÉ J. L'HEUREUX also found time to form three luncheon clubs for midday relief from the office routine. Under his persuasive guidance, a subpost of the Department's American Legion post was established at Bonn in June 1954. Upon general demand from nonveterans that they be permitted to join in the noonday activities, the rolls were opened to them, and the club was renamed the Bonn Appetite Club. To forestall cries of favoritism to the Bonners, Mr. L'Heureux also established Bonn Appetite clubs at Berlin, Frankfort, and Munich.

In early 1955, Mr. L'Heureux was instrumental in founding a luncheon club for members of the American community, the press, and the diplomatic corps at Bonn, known as the Bonn Accord club. And, to ensure that no stone was left unturned, nobody unaffiliated, he also founded the Bonn Rendezvous club for the unmarried members of the mission staff: no tangible results have developed from flinging the bachelors together, but a few near misses have been reported which indicate that some zeroing in on target is underway.

Shortly before Mr. L'Heureux's June 4th departure, the three clubs banded together to pay homage to their founder. After several speeches and reports on Mr. L'Heureux's motives in creating three dues-paying groups had been made, the session took a serious turn. Bonn Appetite President Richard H. Hagan read a citation from the group which recounted Mr. L'Heureux's career of public service, and ended by designating him "Mr. Foreign Service." Next, EDWARD P. CONROY, sub rosa cultural affairs advisor for Germany, on behalf of the three clubs, presented Mr. L'Heureux with a sterling wine pitcher. The meeting ended with a standing ovation to a genial friend and senior, recently departed and already missed.

Melville E. Blake

DHAHRAN

Dhahran, Saudi Arabia is a post which, relative to its size, must have one of the largest volumes of passport work anywhere. Since JOHN CARRIGAN arrived at Dhahran on April 1, 1954, Dhahran has issued 1,883 passports (as of June 4, 1955). During his first year the total was 1,500, and by an interesting coincidence, which took only a little contriving, the 1500th came to his desk for signature on the day he started his second year here.

The bearer is Marvin Luther Wilt, one of the approximately 8,000 Americans who reside in the Dhahran Consular District. Other figures which may interest JOURNAL readers who have done consular work is that the post has renewed 1,437 passports since July 1, 1954 and issued 3,205 Lebanese visas. During much of that period the consular section was headed by FSO THEODORE A. WAHL, and at present its chief is FSO JAMES D. FARRELL.

Grant V. McClanahan



CONSULATES

MISSIONS

With the arrival of MISS GENEVIEVE GIRSCH on transfer via the United States from Athens, the consular staff at this post has undergone a complete change in the past six months. First of all, VICE CONSOL ROBERT L. FLANEGIN and family arrived last November to replace EDWARD R. CHENEY, who departed with his family for leave in the United States prior to taking up his new duties at The Hague.

Then CHARLES R. TANCUY and his family arrived early in February, thereby enabling ANTHONY CLINTON SWEZEY to depart on a much-overdue leave in the United States before proceeding to his new post at the Embassy in Bern. Mr. Swezey had been detailed to Penang to hold the fort during the period following the departure of the last permanently assigned Consul, CHARLES M. URRUELA, up until the arrival of Mr. Tanguy. Mr. Urruela and his family are now at the Embassy in Caracas, following their home leave. All of which doubtless makes PAO FREDERICK A. FISHER the youngest-looking, youngest-acting "old hand" a post ever had. Charles R. Tanguy

SELECTION BOARDS (from page 30)

leads to protracted periods of service in difficult or unpleasant areas of the world and, in general, by a demonstrated willingness to put the needs of the Service before personal preference or convenience."

Such requirements and standards are essential to the kind of competent and disciplined career Foreign Service that our country needs.

The Precept also takes note of inequities that have, or may have, resulted from the Personnel Integration Program, and observes that "Selection Boards are in a good position to identify and resolve actual inequities through recommending a class-to-class promotion."

A new provision in the Precept deals with a listing of Class I officers whose performance since the convening of the last Selection Boards is considered to have been "MARGINAL" for his class. This is in conformity with the recent legislative provision for selection out of Class I officers. The broad interests of the Foreign Service will benefit thereby. Class I officers and Career Ministers should set a high standard for the Service. More should be expected and required from them than from officers in lower classes.

Provision is made in the Precept for the Selection Boards to recommend that the eligibility requirement for promotion should be waived in cases of extraordinarily meritorious service. With the safeguard of the demonstrated integrity and good judgment of Selection Boards, this is a welcome extension of the merit principle to the promotion system.

There is still ahead of us a transition period of at least a few years before the Foreign Service can thoroughly adjust to the integration program. Continued emphasis upon the importance of the work of the Selection Boards will provide one of the best justifications for hope and confidence about the future of the Service.



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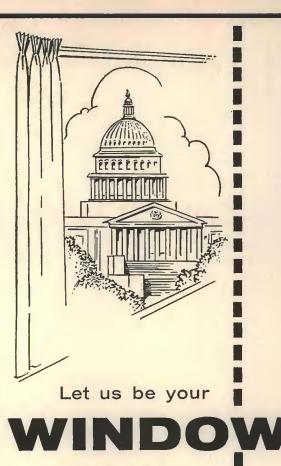
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AUGUST, 1955



The Ninth Foreign Service Selection Boards, convened June 27, 1955. Seated, left to right: Mr. Richardson, Mr. Ravndal, Mrs. Sheridan, Mr. Wilson, Mr. Hare, Mr. Darnell, Miss Harvey, Mr. Hickerson, Mr. Byer, Mr. Simmons. First row, standing: Mr. Catlett, Mr. Clark, Mr. Bursley, Mr. Mott, Mr. Sutcliffe, Mr. Justice, Mr. Brophy, Mr. Jones, Mr. Bratter, Mr. Brown, Mr. Hoffheins, Mr. Keatley, Mr. Mace. Standing, second row: Mr. Caudill, Mr. Burns, Mr. Mallory, Mr. Koushnareff, Mr. Wright, Mr. Bailey, Mr. Rice, Mr. Schoenborn, Mr. Whited, Mr. Lay, Mr. Beale.

NEWS TO THE FIELD (from page 8)

Appointments and assignments

CECIL B. LYON was appointed Deputy Assistant Secretary of State for Inter-American Affairs, succeeding EDWARD J. SPARKS, recently named Ambassador to Guatemala. Mr. Lyon, formerly Director of the Office of German Affairs, entered the Foreign Service as a Vice Consul in 1930.

HENRY S. VILLARD was designated Deputy for Foreign Affairs at the National War College to succeed JOHN D. HICKERSON. His most recent assignments were as Minister to Libya and as a Principal Political Advisor to the United States Delegation to the Ninth General Assembly of the United Nations. Formerly engaged in newspaper work and in teaching, Mr. Villard joined the Foreign Service in 1928. He has served at many posts, including Tehran. Rio de Janeiro, Caracas, Oslo and Tripoli.

JOHN C. BAKER, President of Ohio University, was nominated by the President to succeed Preston Hotchkis as United States Representative on the Economic and Social Council of the United Nations. After many years as instructor, professor and Dean of the Harvard Graduate School of Business Administration, he became President of Ohio University in 1945. His publications include Executive Salaries and Bonus Plans, Introduction to Corporate Finance, and Directors and Their Functions.

Ellis O. Briggs Honored

The HONORABLE ELLIS O. BRICCS, former Ambassador to Korea and now Ambassador to Peru, was awarded the Medal of Freedom by the President and a Doctorate of Laws degree hy Dartmouth College recently.

The citation by the President read in part, "The Honorable Ellis O. Briggs distinguished himself by exceptionally meritorious service as United States Ambassador to the Republic of Korea from 25 November 1952 to 12 April 1955. Mr. Briggs served with distinction in the solution of many complex problems of lasting importance to the United Nations and Far East Commands. In December 1953, he materially assisted in the formulation of plans for the establishment of a basic economic agreement which set up the mechanism for United States aid to the Republic of Korea. Equally noteworthy was his prominent role in negotiating the United States-Republic of Korea Mutual Assistance Treaty, recently ratified. . . ."

The citation for the Doctorate of Laws degree granted by Dartmouth read in part, ". . During thirty years as a career Foreign Service Officer you have borne the disciplined duty of a young vice-consul, the lonely burdens of our Ambassador in communist-oppressed Czechoslovakia and communist-attacked Korea and it has been your lot as an American diplomat to live through a period of harassment at home such as no other professional foreign service officer has ever borne. Words of admiration and appreciation in this moment of calm are small coin for such fidelity, but with them goes the highest honor this College can bestow, the enduring testimony of her Doctorate of Laws, *honoris causa.*"

The Secretary's Forebears

The Secretary of State, in delivering the Baccalaureate Address at the University of Indiana, told an interesting story of his great grandfather's pioneering days. He said, "I vividly recall being told of how my great grandfather, as a young boy of 17, had struck out into the West to get away from what seemed to him the overpopulated East. After a foot voyage of exploration, he had fixed upon a forest tract in southern Indiana, as a future homestead. He then brought his aged parents-his father was then 79 years old-from the East to settle here and gained a livelihood hy hunting and by cutting hickory for hogs-head hoops and floating them on a raft down the Ohio and Mississippi Rivers to New Orleans, where hogs heads were needed for molasses. Then he would walk back through the twelve hundred miles of dangerous trails from New Orleans to his log-cabin home here in Indiana. Finally, he became a farmer, a merchant, and then a Judge, in the growing community he had helped to create."

Personals

Senator Mike Mansfield inserted into the Congressional Record an article from the July issue of the *Nation's Business* in praise of DOUGLAS MACARTHUR II. Senator Mansfield stated that although the article was complimentary, he thought it should have been even more so.



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Francis C. deWolf, Review Editor

THE BOOKSHELF

NEW AND INTERESTING

By FRANCIS COLT DE WOLF

 America at Mid-Century by André Siegfried, published by Harcourt ______\$5.75
 Mr. Siegfried takes another look—like all second looks, not quite as fresh as the first but well worth reading.

- From My Experience by Louis Bromfield, published by Harper Bros. \$4.00
 More about "Malabar," the author's celebrated farm in Ohio.
- 3. Bonjour Tristesse by François Sagan, published by E. P. Dutton & Co. \$2.00

An eighteen year old French girl tells about an eighteen year old French girl who doesn't really want her frivolous father to reform. Very pleasant summer reading.

The 20th Century Capitalist Revolution by A. A. Berle, Jr., published by Harcourt, Brace and Company, New York, 1955, 192 pages, \$3.00.

Reviewed by FRANCIS COLT DE WOLF

"Haro" cried an obscure Norman at the funeral of William the Conqueror. The proceedings stopped then and there, and Asselin stated his grievances. Says Berle: "It seems a far cry from Norman dukes to corporation managements. But it is suggested that the phenomenon of power is enduring, and the distance not so great." The author's thesis: Just as the Dukes of Normandy and after them the Kings of England mitigated their absolute power by an allowed appeal to their conscience (the "Chancellor" became the keeper of the king's conscience), so the modern American corporations are developing a conscience. Many of their activities are a witness to this fact: the drive for widespread stock ownership, institutional advertising, research, labor relations, support of institutions of higher learning, sensitivity to public opinion, etc. In other words, we have come a long way from the "public be damned" attitude of the 19th Century "Trusts" and "Robber Barons."

One chapter which should be of particular interest to the Service is the one on "The Modern Corporation in International Affairs" in which, *inter alia*, will be found a most interesting account of the so-called Achnacarry Agreement which, in effect, is an international peace treaty concluded by the leading oil companies of the world under the terms of which they now regulate their activities. The conclusion of this chapter: "The present political framework of foreign affairs is nationalist. The present economic base is not. The classic nation-state is no longer capable, by itself alone, either to feed and clothe its people, or to defend its borders."

The last chapter of this fascinating study on the role of corporations in our modern society is entitled "Corporate Capitalism and 'The City of God'." In it, the author analyzes the vital contribution which our large business enterprises can make to the "good life." It is our answer to international Communism.

Adolph Berle could not be dull if he tried, and here he has definitely not tried. Much economic writing is unprepossessing but here is originality, brightness and light in simple garb: just plain every day good English. Don't miss this real treat!

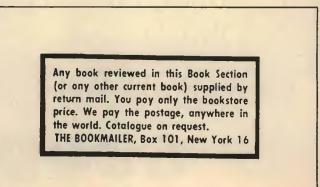
The Fundamentals of World Peace, by A. Hamer Hall. Philosophical Library. New York, 1953. 112 pages. \$3.00. Reviewed by WILLIAM L. SMYSER

It is refreshing, but also not a little perplexing, to read a book of such obvious sincerity as *The Fundamentals of World Peace*. At the same time that one rejoices in the discovery of a brave crusading spirit, one is obliged to regret the author's unwillingness to grant the complexity of the problems he blithely cuts through as if the whole world of diplomacy were a Gordian knot. Mr. Hall's solutions are benevolently intended, but seem at least to this reviewer impossible of realization. In one place this author "sums up;" to use his own turn of phrase:

"It can be said that the majority of the international problems facing the world today are the direct outcome of interference by foreign powers, which robs the smaller nations of their right to self-determination. When we are sufficiently removed from the desire of possessions gained by military conquest and the feudal system, the idea of spheres of interest will fade out in a world of equality of rights under a limited form of world government created by a voluntary federation."

The elimination of force is one of Mr. Hall's objectives, as it has been the objective of many statesmen and publicists of greater experience in the past. Since force has been eliminated in civic matters, Mr. Hall suggests that the civic pattern in democratic countries which functions for the most part successfully be applied in the larger field of international relations. His most interesting suggestions come as he elaborates eight rules which seem to apply in the civic community, and which he proposes to enlarge for world use:

"1) They begin with uniting for some purpose with similar aims and mutual interests. 2) They work with each (Continued on page 38)



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THE BOOK SHELF (from page 36)

other with good will. 3) They create a governing booy, make laws, and establish courts. 4) They create a police force to maintain order. 5) They have local self-government, self-determination. 6) They have civil and religious freedom. 7) They are subservient to none, possessed by none. 8) They have freedom in economic planning, based upon demand and supply."

Mr. Hall admits we must practice Christianity more sincerely before we can realize his aims on a world scale.

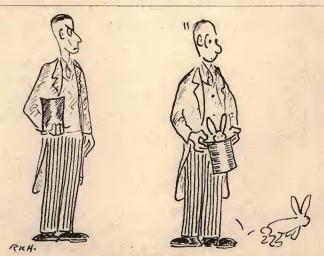
The Wilhelmstrasse, a Study of German Diplomats under the Nazi Regime, by Paul Seabury. University of California Press, Berkeley and Los Angeles. 1954. 217 pages. \$3.00.

Reviewed by ELWOOD WILLIAMS III

Mr. Seabury, in his relatively small volume (30 of his little more than 200 pages are used for footnotes) has done a fine job of illuminating a subject of particular interest to Forcign Service readers concerned with German matters. Much more than this, he has hendled his material in a way which makes it interesting and thought-provoking to Foreign Service readers at large.

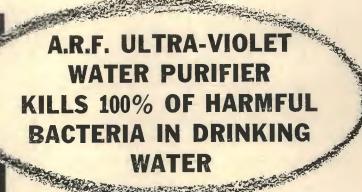
There is real fascination in following the steps by which the totalitarian regime of Hitler first sidetracked the whole German Foreign Office and then engulfed it. Even more fascinating is the study of the question so often asked regording how the concervative and apparently powerful career Foreign Service permitted itself to be molded into an instrument of Hitlerian policy. Mr. Seabury has devoted careful thought to this matter and his answers are both convincing and sobering. His conclusions in this connection bear on the problems of government service at large in a way that suggests their applicability far beyond the specifically Cerman setting from which he draws them.

Mr. Seabury's scholarship is evident in the care with which he has combed a very large volume of material and selected from it the key elements related to his thesis. The 'ook is accurate and informative. One should not, however, conclude that it makes painful or even drv reading. The language is plain, the pace fast, and the illustrative side-lighting (especially in the footnotes) alternatively amusing and fascinating. Mr. Seabury's "The Wilhelmstrasse" will probably be required reading for officers bound for Germany for many years to come.



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Presented before the Engineering Section of the American Public Health Association, October 15, 1954:

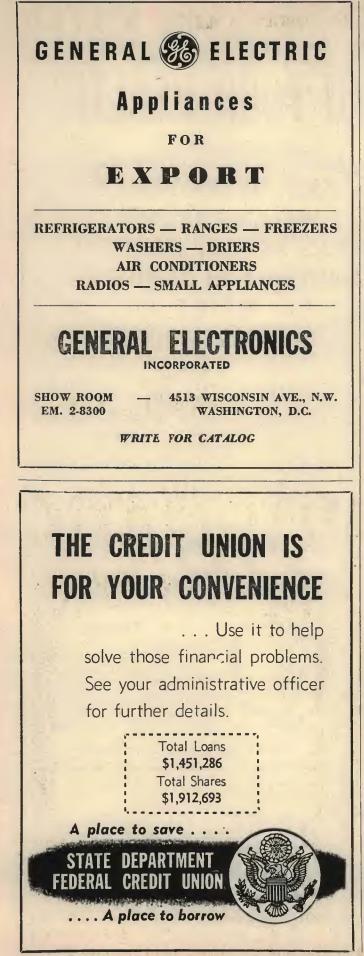
the apparatus used in this study, offers a reliable means of purifying private water sources which are known to be subject to continuous or intermittent contamination."

Reprintent contamination." Reprinted from publication, "Applied Microbiology" "The Effects of Ultraviolet Irradiation on Large Populations of Certain Water-Borne Bacteria in Motion":

Data have been presented to show germicidal efficiency across a wide range of U-V intensities. The apparatus used, described previously, has been shown to effectively free water of Escherichia coli.

Reprinted from: "A report for laymen on the A.B.F. Products, Inc. Ultra Violet Water Purifier" by Department of Biological Sciences, Depaul Uni-versity, Chicago, Ill.;

wersity, Unicago, 11.: "The results of these tests and many others show that when properly used the A.R.F. water purifier to he totally effective as a mechanism to render water bacteriologically safe for drinking purposes."



EXECUTIVE RESPONSIBILITIES (from page 21)

shape. He had thought seriously some months previously of asking the chief of mission to relieve him temporarily of his responsibilities as deputy and to designate him as acting administrative officer so that he might, as he put it, "clean up the mess." At the completion of the inspection he stated that he had a new light on his responsibilities and felt that he could have brought about the necessary improvements if he had taken time-and only that portion of his time which as deputy he should devote to any single section of the embassy-to inform himself of the specific weaknesses in the section's work and to introduce corrective measures to insure completion of essential work on schedule and up to the required standard of performance. The basic weakness in the operation of the post was the failure of both the principal officer and the deputy principal officer to understand the role of command, the nature of executive direction, and the specific ways in which they should provide the leadership and guidance to insure effective performance.

While the efficient operation of a post depends upon well-qualified personnel in all positions and upon teamwork particularly among section heads, the principal factor in achieving a high degree of effectiveness is the leadership of the principal officer and his deputy-the quality of the executive direction provided at the post. Here we find the same opinion shared by industrial executives, Government officials, universities and management consulting firms specializing in executive development, and Foreign Service Inspectors. In view of the fact that the word "inspection" may be misleading and may suggest merely a negative approach, it should be stressed that the Foreign Service Inspection Corps is concerned primarily with the improvement of operations and the improvement of morale, although, of course, it is also responsible for the correction of any faulty practices. Based on biennial inspection of all Foreign Service posts, the experience of the Inspection Corps, with which I had the pleasure of serving for over two years, shows conclusively that the character of a post's operations and the morale of its staff reflect, to a striking degree, the personalities and the methods of its chief executive and his deputy.

What are the principal qualifications of a top executive the qualities that in most cases must be developed through planned programs of formal training and on-the-job experience to avoid the haphazard or chance development that produces senior officers well qualified as specialists in their own fields but unfitted for the executive's generalist function required by the role of command as a principal or deputy principal officer? In brief, these qualities of a top executive may be summed up as:

1. A general knowledge of the functions and activities of each section of a post.

2. Ability, frequently a matter of temperament as well as know-how, to delegate responsibility and authority in keeping with sound organization and the capacity of subordinates. (Underdelegation weakens subordinates but overdelegation results in abdication of authority and denotes lack of leadership.)

3. Ability to maintain adequate controls to insure meeting deadlines as well as high quality of performance.

4. Skill in training subordinates—knowing how to develop responsibility in others and how fast a subordinate can take on broader responsibilities; willingness to give credit where credit is due, or earned recognition, is an essential (Continued on page 48)

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INVESTMENT IN UNDERSTANDING (from page 29)

ing the same year 207 American Fulbright students went to Germany while 67 Americans in the other categories participated in the exchange.

Another important part of this program is the teacher interchange program which provides for the exchange of teachers between German and American secondary schools. Like the teenager program this so-called "head-for-head" teacher exchange often results in the establishment of schoolto-school and community-to-community relations.

The majority of the Fulbright grantees are completely supported by the Commission and the Department but, as indicated, provision is also made for travel-only grants for students who have acquired fellowships on their own initiative and are able to take care of their incidental expenses and living costs.

The Fulbright program in Germany is closely associated with the Public Law 402 program, with the Cultural Attaché and the Chief of the Exchange of Persons Division serving as members of the Commission. Moreover, interested applicants for grants in either aspect of the exchange program are automatically referred to the other part of the program in an attempt to facilitate their exchange. As in the case of other countries having Fulbright programs, the USEC/G sponsors conferences and seminars in American studies and participates in a number of other ways in cultural activity designed to further German-American understanding. American Fulbright professors, lecturers and interchange teachers have voluntarily offered their services to the various parts of the Public Affairs program in Germany, speaking under the auspices of the Amerika Haeuser and participating in panel discussions in their fields of interest. In many cases, also, Fulbright students have been helpful in various aspects of U. S. cultural activity in Germany. Thus both PL 302 and Fulbright are complementary. Both must be maintained if we are to achieve the objectives of the world-wide exchange program here in West Germany.

I have attempted in the preceding paragraphs to present a brief account of the history and development of the German exchange of persons program up to the end of the last fiscal year⁴. While conveying to the reader some impression of the size and scope of the program, this summary reflects quite inadequately the effectiveness of its contribution to the strengthening of German democracy and the reenforcement of German-American friendship and understanding. Within the limits of such a short article it is difficult to do justice to a program which has included roughly 11,000 German participants-one in every 5,000 of the population of the Federal Republic and West Berlin. The total effect is, of course, far greater than this ratio indicates since the over 5,000 participants in the leader category are persons of considerable influence and the younger grantees have been carefully selected on the basis of their potential leadership.

Response from the German side has been positive and gratifying on all levels of the community. On the motion of Dr. Eugene Gerstenmaier, now presiding officer of the German Bundestag, that body passed legislation in 1951 which provides for exchange visits of American community leaders from all walks of life as a gesture of appreciation for American efforts in the leader exchange field. Official support for the student exchange aspect of the program was expressed by Chancellor Adenauer in an interview published in the New York Herald Tribune in November 1952 in which he stated in part:

"Here is something that benefits the plans for European integration. The most important means of strengthening the bond between the young people of the two countries seems to me the immediate and personal experience of the country and its people. Therefore, the federal government greatly favors the student-exchange program, and furthers it whenever it can."

Similar evaluations of the usefulness of other phases of the program have been received from a great number of other German officials on the local, state and federal level.

American officials working in Germany have also come to have a high regard for the exchange program. Dr. James B. Conant, U. S. High Commissioner, who first became enthusiastic about exchange of persons as a university president, has expressed himself as follows:

"I wish it were possible to finance a larger program. My impression, verified by carefully prepared evaluation studies, is that there is no substitute for the personal observations and experiences of Germans who see America first-hand and come back to report their reaction in their homeland."

The Honorable Henry Parkman, Assistant U. S. High Commissioner for Berlin, referring to former participants in the program, has said:

"These returnees, therefore, constitute the core of the faith of the Berliner that they are not and will not be deserted—a conviction that gives them strength to hold out in fortitude and to the great benefit of the Western world in general and its strongest single component, the United States, in particular."

One final tribute from one of our Public Affairs Officers with long experience in Germany:

"In every program area in which we work, German returnees from the Exchange Program have provided us with a solid core of dependable friends, who are almost without exception ready to assist us, or even to carry the ball and do the job themselves. They do this, not because they wish to curry favor with us but because their experience in the Exchange Program has convinced them (1) that American and German culture have the same basic foundation, and (2) that cooperation with the United States is in Germany's own best interests. The typical returnee . . . is the first to raise his voice when American motives and actions are attacked.

It is difficult to foresee at this point precisely what the future of the German exchange program may be. Suffice it to say, however, that regardless of what future years may bring, this has surely been one of the largest and most significant investments in understanding which the U. S. has ever made.

⁴It should be noted that the German exchange program as discussed in this article does not include the technical assistance program conducted by the Economic Cooperation Administration (ECA) and its successor organizations MSA and FOA. The chief aim of this program, which has affected chiefly German industry and agriculture, has been to increase the productivity of the German economy. As of January 1, 1955, 1303-Germans visited the U. S. under this program and 99 American experts were sent to Germany.



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JUNGLE FORT (from page 23)

faced by the police lieutenant was formidable. A doctor from Kuala Lumpur made a monthly visit to the aborigines, but meantime the lieutenant with only a kind heart to substitute for his lack of medical knowledge acted as physical and psychological comforter to all the fort's inhabitants.

I stopped to talk with one woman who seemed to be particularly forlorn. Her face was wrinkled and its look withdrawn. "Apa kabar" I said in the usual conventional greeting to Malays. She sat and looked at me, her hands trembling and her lips soundless. I tried to induce conversation with the usual pleasantries, but her look continued cold and sullen. Suddenly the ketua advanced and slapped her sharply on her cheek. The woman crept closer towards the fire where she lay and whimpered. The police lieutenant must have sensed my embarrassment, for he pulled me aside and told me that the woman was one of the few unfriendly aborigines who still remained in the area. He believed she was still giving information to the Communist terrorists in the neighborhood. She always appeared sicker than she actually was, and he had no doubt that some of the special rations she had been receiving found their way to the bandits.

Throughout the camp I found various little signs warning the aborigines to take care of their health as well as instilling in them the virtues of medicine. One such sign which I saw read "Selalu makan ubat dan tida jadi sakit". Although not grammatically correct even in the ungrammatical Malay language, the lieutenant was encouraging the "abos" to "eat medicine in order not to become sick."

Because many of the aborigines had heen moved into the fort from out-lying areas, they had lost their principal means of livelihood. To be sure, certain of them still cleared the surrounding hillsides in order to plant tapioca, maize, and sometimes dry padi, but the usual reaction after the move to the fort was one of apathy and laziness. The aborigines seem to know that they are being courted by the British, and they do not conceal their expectation to be supplied by the white men with food. The larger part of their supplies and provisions are now dropped by air once a week.

Just as they are dependent on the British for supplies and medicine, so do the "abos" look to their protectors for employment and money. They maintain the airstrip, help the troops lay barbed wire and bamboo fortifications, and perform other manual jobs. In return, they are paid a few Malayan dollars which they spend with great deliberation at a small store maintained at the fort by the Department of Aborigines. In this store can be purchased tobacco, bright beads, and other trinkets. Khaki sneakers, formerly the most popular item of all, are piled high on the store shelves but can no longer be sold because most of the Communists in the neighborhood by one means or another have procured exactly the same sneaker. If the "abos" wear the same shoes as the Communists, the authorities rightly say, it will be impossible to distinguish a Communist track in the jungle from an aborigine one.

Fortunately, the day I was at Telanok was Wednesday, the day of the weekly air drop. Supplies dropped included not only food for the aborigines but also provisions for the police lieutenant and his 20 odd Gurkha troops as well as general camp stores. Airdrop day is festival day at the fort, and for at least an hour before the plane arrived aborigines were sitting by the airstrip scanning the skies. As soon as a Dakota plane was sighted, someone lit a smoke signal which burst into the air and then slowly dropped its whiteness towards the ground. Meanwhile, the plane overhead used the signal to judge the direction and velocity of the wind. The Dakota then began to drop its supplies as close as possible to a large yellow marker in the middle of a clear space on a small hill on one side of the settlement.

All supplies at Telanok have come by parachute, and the items flown in range all the way from a refrigerator and a tractor (flown in by 500 pound bits and pieces) to innumerable cases of bottled beer. The most eagerly awaited parachute is the one dropping the beer. The lieutenant claims that every Wednesday night at 7 o'clock sharp he and one or two chums from the Gurkha troops start on the bottles and do not stop until the last one is finished. For the other six days austerity prevails.

The aborigines at Telanok are part of the Semai tribe. They seem to be extraordinarily good jungle trackers because they are coming upon a great deal of information about the Communists. Recently, an "abo" tracker brought in news about the location of 20-30 Communists in a camp two or three miles away. The Gurkhas started sharpening up their kukerij knives for jungle operations against these Communists, but before they could actually move into the jungle, headquarters in Kuala Lumpur wired back warning the police lieutenant to keep his Gurkhas in camp since military troops would handle the operation themselves.

The lieutenant and the Gurkhas both experienced some frustration from this message, but the setback in morale was only temporary. After all, it takes an unusual person to be lord of 500 aborigines and the only white man within two walking days of the nearest settlement. I was standing next to the lieutenant when he received the message over the wireless. He muttered something and then quietly smiled. When I suggested that a few days leave is often a good remedy for frustration, he answered proudly that in nine months at Telanok he had never once left the fort. Then almost sadly he admitted that home leave in Wales would soon be coming up. When I asked him what he would do when he returned to Malaya, I think I knew his answer before he spoke. "I will come back to Telanok," he said, "or to some other bloody jungle fort."

BIRTHS

DAVIES. A son, Michael Hardie, born to Mr. and Mrs. Richard T. Davies on May 26, 1955, at the American Hospital in Paris.

EDMONDSON. Born to Mr. and Mrs. William B. Edmondson in Dar es Salaam, Tanganyika, a daughter, Barbara Elizabeth, on March 11, 1954, and a son, Paul William, on April 13, 1955.

NES. A daughter, Audrey Kathleen, born to Mr. and Mrs. David G. Nes on May 3, 1955, at Tripoli.

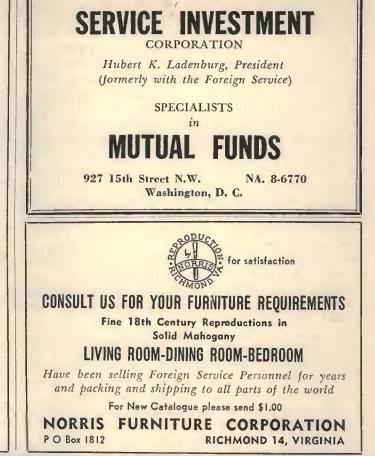
ORTIZ. A son, Francis Vincent de Paul, born to Mr. and Mrs. Frank Vincent Ortiz on May 27, 1955, at Addis Ababa. TANGUY. A daughter, Sarah Beauchamp, born to Mr. and Mrs. Charles R. Tanguy on April 28, 1955, at Penang. WHITE. A son, Thomas Freeman, born to Mr. and Mrs. Rollie H. White, Jr. on June 12, 1955, in Washington. Mr. White has just completed Russian Language and Area Training at Columbia University and has been assigned to Moscow.

WILE. A daughter, Susan Bourman, born to Mr. and Mrs. Frank S. Wile on May 25, 1955, in Liberia. A complete assortment of WINES & SPIRITS available from Custom Bonded Warehouse in Washington, D. C.

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ORGANIZATION FOR FOREIGN RELATIONS (from page 20)

cendent significance than those of national security, they are subject to far more immediate and direct pressures from specially affected interests. As in the case of the National Security Council, the formal machinery should include a top committee presided over by the President himself, an interdepartmental working committee chaired by an executive director in the President's office, and a small professional staff to assist the director. It might well be possible to give the working committee a somewhat greater delegation of authority than in the case of the NSC planning staff. The chairman might well be authorized to propose decisions, but always subject to Presidential review if any department desired to appeal. The central staff would have to be kept very small and would have to forswear competition with the responsible departments. It would require an especially close working relationship with key officers of the Department of State.

Given such a coordinating mechanism, it would become a matter of secondary importance whether responsibility for technical cooperation and any other continuing foreign assistance programs were placed within or outside the State Department. The relevant consideration is not so much the difficult distinction between "policy" and "operations" as it is the convenient size of the State Department and the problem of its relationships with the Congress and the public. If the assistance programs are to be significant in size, to involve large administrative burdens, and to continue for an indefinite period, then there is much to be said for a separate agency-if for no other purpose than to free the Secretary of State from having to answer to Congress for one major area of activity. Whatever the answer in Washington, however, it seems clear that special economic missions abroad should not be organized separately from the basic American diplomatic missions.

Integration Abroad

Abroad as at home, virtually the whole spectrum of arrangements-from integration to almost complete disintegration-has been tried at one time or another. Officials working abroad in the economic field have been employed on a variety of payrolls, with differing scales of pay and promotion opportunities, differing degrees of diplomatic privilege, and differing extent of control by the diplomatic mission chiefs. In some cases, communications have been channelled through the State Department; in others independent channels have been established. The frequency of reshuffles has confused foreign governments almost as badly as our own. Some have learned to profit by playing one agency off against another; others have simply been baffled. Lip service has generally been paid to the objective of "a single voice" for the United States in each country, but the practice is often far from the preachment.

Many economic functions in the field are of primary interest to the Department of State. In this area, clearly no problem of integration arises. As to functions of primary interest to other Washington departments, however, an acute and immediate problem has been raised by the separation of agricultural officers from the unified foreign service system created in 1939, an action naturally arousing parallel suggestions from the Departments of Commerce and Labor.

It cannot be said too emphatically that the decision of 1939 was right and its reversal in 1954 retrogressive. To be sure, the coordinating responsibility of the Ambassadors has been reaffirmed by executive order. Nonetheless, to set up in field missions, which are not large-scale organizations, a series of separate agency payrolls, separate communications, and the inevitable sense of separate loyalties, is almost bound to invite friction. It is folly to spread overseas the virus of inter-agency conflict which is endemic in Washington.

Such a move also cannot fail to be wasteful of personnel and funds. Negotiating jobs often cut across agency lines, as can readily be seen in such cases as surplus agricultural commodity sales and east-west trade control. Reporting and representational work do not neatly and automatically fit the jurisdictional patterns of Washington. Moreover, disintegration of the unified foreign service will tend to limit career opportunities, since a man beginning as an agricultural or commercial specialist is unlikely to move into more general economic or political responsibilities. This movement endangers the whole constructive drive of the Wriston Committee recommendations.

The pressures toward disintegration are, of course, many. In part they arise from the simple jurisdictional desire of various governmental departments each to have "its own men" abroad. In part they arise from feelings of inadequate service or inadequate understanding of the viewpoint of the agency in question. They reflect a feeling that economic specialists are sometimes treated as second-class citizens, and that independent payroll status might improve their living and working conditions. It is also argued that separate foreign services will receive greater financial support, since the agencies primarily concerned have a greater interest in presenting and defending their budgetary needs to the Congress.

Such points cannot be written off as wholly meretricious. A positive answer to them, however, can be found in an emphatic and clear-cut declaration and implementation of the principle that Embassies represent the United States Government as a whole, and not merely the Department of State. The State Department should be accepted as the arm of government responsible for all civilian personnel overseas to serve all non-military needs of the government. The most rigorous care must be exercised to avoid unwarranted priority to requirements of the State Department as against other legitimate needs. And the treatment of economic officers as inferiors in the foreign service—to the extent that it exists—must simply be suppressed.

The same principles apply no less clearly to the administration of any continuing programs of economic and technical cooperation. It is noteworthy in this connection that for several years ECA/MSA/FOA missions in a number of major countries have been fully consolidated with the economic sections of the Embassies concerned. In most cases, personnel and functions have been redistributed to make the best use of available talent. The same officer may be working during a single day on problems, for example in the financial field, of primary concern to the Treasury, to the State Department, or to the FOA. Many of the tasks of reporting and analysis, indeed, are of equal interest to the whole spectrum of Washington economic agencies. These *ad hoc* arrangements for integration have met with universal approbation.

It would be only a small step in these cases to full consolidation into a single unified service, with unified personnel arrangements. Whatever decision is made on the Washington organization for technical and economic cooperation, full integration abroad is workable if the basic principle enunciated above can be accepted.

Manning the Integrated System

Any plan enunciated today for meeting the staffing requirements for foreign economic administration must take as its starting point the Wriston Report. That Report has set the pattern for an enlarged and strengthened foreign service, designed to man all key officer posts in the Department of State and the diplomatic missions abroad. The Wriston Committee rightly emphasized the need for a new balance between specialism and generalism, and it cited the economic specialties as foremost in importance in the world of today. Adoption of its program should generate over the years an expanded and more rounded corps of career officers capable of fulfilling a large proportion of the tasks outlined above.

Full integration of economic representation abroad would call for certain obvious supplements to the Wriston proposals. The Agricultural attaches should be brought back into the foreign service system. The Treasury representatives abroad should be brought under it. If FOA Missions are to be completely consolidated with Embassies, the enlarged foreign service should be opened to competent professional personnel from the FOA meeting the quality standards and ready to accept the discipline of the career service on a basis similar to departmental and foreign service staff officers.

These proposals are merely logical extensions of the system outlined by the Wriston Committee. To achieve a fully adequate personnel structure, however, it is suggested that certain important further additions are required. The logic of rotation between service in Washington and abroad applies in important measure to the officer personnel concerned with foreign affairs in such departments as Agriculture, Commerce, Labor, and the Treasury. Their career interests are primarily in Washington and should be basically governed by a civil service rather than a foreign service system. They should not be expected, like foreign service career officers, to accept service anywhere at any time. The foreign service system, however, should be broad enough to make room for a limited number of such officers overseas at any time. During such terms of service, they should be administratively under the Department of State and members of their respective Embassy teams in every sense of the term. The foreign service reserve provisions of the act of 1946 are perfectly suited to this end.

By the same token, provision should be made for the temporary assignment of career foreign service officers, as part of their Washington stints, in these other great departments of government and not merely in the Department of State. Such experience would greatly broaden their understanding of the relation between domestic and foreign policies, would help break down the sense of isolation of the forcign service corps, and would strongly reinforce the principle that the foreign service acts on behalf of the entire American Government.

Even with a greatly strengthened career service, there will be a continuing need in our economic representation abroad for the temporary use of qualified men from private life--from business, agriculture, the professions, the trade F.S.O.'s CAN JOIN DACOR \$4 annually. Monthly Bulletin, Insurance. Employment service. Welfare. AND DACOR HOUSE \$5 monthly. Rooms, meals, social

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unions, and the universities. The Wriston Committee rightly rejected the usc of temporary solutions for a permanent problem. Temporary reservists are not a substitute for an adequate career system. With an improved foreign service system firmly established, however, temporary reservists could provide a supplementary source of talent, tempered by a diversity of experience not possible in even the broadest foreign service career, which we cannot afford to neglect. Apart from the direct value of their services, such men would provide another source of contact between career officers and the main stream of American life, thus helping to counteract the in-breeding tendency which even the ideally designed and staffed professional foreign service cannot wholly avoid. Here again the foreign service reserve provisions of the 1946 act appear to provide an adequate statutory framework. They should be backed, however, by systematic arrangements in the personnel administration of the State Department to canvass the field of private life, as well as the civil service, for genuinely competent potential reserve officers.

With these modifications and supplements, and with the enhanced prestige and range of talent which is hoped from the Wriston Report, the integrated system should be able fully to meet the needs of national policy. Such a system would also be capable of rapid expansion for unforeseen emergency demands. In a world whose only certainty is continuing uncertainty, unless the basic system is sufficiently flexible to achieve rapid expansion in size or in function, it is bound to be overlaid in any crisis with parallel special arrangements. Nothing could be more demoral-

(Continued on page 48)

EXECUTIVE RESPONSIBILITIES (from page 40)

in developing subordinates.

And, directly related to the preceding quality, skill in human relations in getting things done through people, in gaining acceptance of ideas, and in building effective teamwork based upon a sense of participation in the important mission of the post.

It should be emphasized that there is no such thing as a "typical executive." A good executive tries to be himself and to do things in a way that is natural to him. He knows that management is both an art and a science. Skill can be acquired, as in any art, by practicing improved methods and by knowing the better methods that are used effectively by other executives.

In both industry and government today authorities are in full agreement on the two basic principles:

1. No organization is any better than its administration.

2. The success of any organization, public or private, depends largely upon its ability to bring in and develop the right kind of men and women for management responsibilities.

The increasing importance of management and executive training in promoting effectiveness in post operations is indicated by the recent action of the Foreign Service Institute in establishing a separate School of Management. The program of this school is being planned to provide courses and seminars for junior, but especially for mid-career and senior officers which will familiarize them with the best methods developed in industry and Government for efficient administration and executive direction of both small and large organizations.

Through training courses tailor-made to meet the needs of Foreign Service posts and conducted by the School of Management, and also through attendance at advanced management programs for industrial and governmental executives conducted by universities, Foreign Service officers will gain an increased appreciation of the value of sound administration in foreign affairs and a mastery of the professional techniques of planning and directing the activities of their posts. Skill in applying these management methods will prove indispensable in discharging their responsibilities as principal and deputy principal officers of Foreign Service Embassies, Legations and Consulates.

ORGANIZATION FOR FOREIGN RELATIONS (fram page 47)

izing to the new foreign service, on which such high hopes are being placed, than to find itself ignored whenever there arise critical new problems, imposing novel and challenging demands on our representation abroad.

Conclusion

The proposals set forth here are simple in concept and capable of practical realization. They require no radical legislation or impracticable shift in the balance of influence within the Executive Branch. Their administration would be a logical extension of reforms in the foreign service system already under way. Their basic principles—coordination at home, integration abroad, and flexibility in professional staffing—are designed to organize the conduct of foreign economic affairs in a manner commensurate with America's role in the modern world. Whatever refinements of detail may be devised, these principles cannot be ignored if our system of administration is to measure up to our responsibilities.

MARRIAGES

BAKER-BRAGG. Miss Sally Kendall Bragg, daughter of Mrs. Edward Kendall Bragg of Cambridge, Mass., and the late Mr. Bragg, was married to Mr. John Alexander Baker, Jr., son of Mr. and Mrs. Baker of Westport, Conn., in the Memorial Church at Harvard University on July 2, 1955. Mr. Baker is currently serving as chief of the Yugoslavian Service of the Voice of America.

VATHIS-LUI. Miss Georgiana Lui of Hong Kong was married to Mr. William P. Vathis on March 12, 1955, in Cali. The couple is residing in Cali where Mr. Vathis is connected with the United States Consulate.

WINTERER-DOWLING. Miss Patricia Dowling, daughter of The Honorable Walter Dowling, United States Minister to West Germany, and Mrs. Dowling, was married to Mr. Philip S. Winterer, son of Mr. and Mrs. Steele L. Winterer of Short Hills, N. J., at the Congregational Church in Old Lyme, Conn., on June 15, 1955.

WOLLE-TØRLEN. Miss Mimmi Eldrid Tørlen, daughter of Mrs. Nicolai Tørlen, was married to Mr. William Down Wolle, Vice Consul at Manchester, on May 21, 1955, at Bowdon, Cheshire, England.

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